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# Business leadership in City Planning The Case of the Central Artery

by

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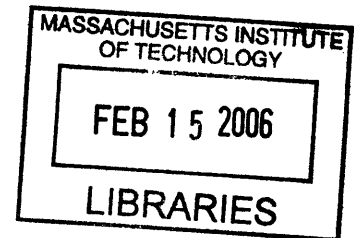
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## **Business Leadership in City Planning – The Case of the Central Artery**

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### **ABSTRACT**

This thesis has been motivated by my interest in the Artery Business Committee (ABC), which was formed in 1989 with a mission to collectively represent the business community's interests in the fear and opportunity presented by the Central Artery Project in Boston. ABC's objectives were to ensure access to the downtown business district during the project and to market the city of Boston as a place to visit, do business in and invest in.

This example of ABC presents an interesting paradigm in city planning where business groups recognize their relationship and role in planning for the city future. The same trend can also be found in several other cities. Two leading examples, which have been chosen for detail study, are the Commercial Club of Chicago and the Central Houston Inc. Both the business led civic groups have an agenda similar to that of ABC and promote a better future for their cities. Owing to their efforts, both the business groups now hold a strategic position of influence in their city's planning process and decision-making. Their study offers several important lessons, which can further be used as criteria to judge ABC's role in the planning of the Central Artery Project in Boston.

In 2005, as the Central Artery project nears completion, ABC aims to continue their participation in the planning of Boston and further its objective of economic development and enhanced competitiveness for the city. Through the study of other case examples and a detailed analysis of ABC, the thesis attempts to put forward recommendations for ABC's transformation into its second phase of civic participation. Furthermore, these recommendations can be used as a generic set of tools for a business-backed organization to participate in city planning and development and leverage change.

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## TABLE OF CONTENTS

	Abstract	
	Acknowledgement	
	Table of Contents	
<b>Chapter I</b>	<b>Introduction</b>	<b>05</b>
<b>Chapter II</b>	<b>The Business Community and City Planning</b>	<b>13</b>
<b>Chapter III</b>	<b>Case Examples of Business-Backed Organizations</b>	<b>19</b>
	Commercial Club of Chicago	20
	Central Houston Inc.	27
<b>Chapter IV</b>	<b>Case of the Artery Business Committee</b>	<b>39</b>
	The Central Artery Project	40
	Artery Business Committee	43
	Central Artery Planning Process	44
	ABC's Impact on the Central Artery Project	61
<b>Chapter V</b>	<b>Conclusions and Recommendations</b>	<b>67</b>
<b>Appendix 1</b>	List of US Business Backed Organizations	
<b>Appendix 2</b>	Current Members of Chicago Metropolis 2020	
<b>Appendix 3</b>	List of Principles of the Chicago Metropolis 2020	
<b>Appendix 4</b>	Current Members of Central Houston Inc.	
<b>Appendix 5</b>	List of the affiliated organizations to Central Houston Inc.	
<b>Appendix 6</b>	Current Members of Artery Business Committee	
<b>Appendix 7</b>	List of current sub-committees of the Artery Business Committee	



## Chapter I

### **Introduction**

City planning being as complex as it is represents multiple interests and involves numerous stakeholders. Each project depending upon its scale and effectiveness has the potential to create physical, social and economic changes in the city. A city planning project cannot be implemented in isolation and understood as a one-time event. What makes the field interesting and a planner's job more responsible is that each project instigates a chain of events, the effects of which can be felt by all walks of life way into the future.

If simply stated, city planning can be understood as an attempt to reconcile the enhancement of public goods and private interests, both of which are closely involved with individual projects in a city. Describing this dichotomy, Hirschman defines 'public' as a public action, or actions in public interest striving for public happiness. 'Private' on the other hand can be understood as the pursuit of better life for oneself and one's family, where 'better' is measured in terms of increased material wealth.<sup>1</sup> The common perception is that the public and private interests and their aspirations are often contradictory in nature. In contemporary times though most projects are planned and implemented with an active partnership of these interests. In general practice, the city planners specify the projects and invite private investors and developers to implement them. Throughout history, there has also been the idea of 'civic responsibility', where the private sector participates in city planning through philanthropic visions and donations. Fainstein notes two relatively new aspects of public and

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<sup>1</sup> **Hirschman, Albert O.**, *Shifting Involvements: Private Interest and Public Action*, Princeton University Press, Princeton, NJ, 1982, p. 4-10

private partnership. First is the direct entry of the private sector into areas that were in the past monopolized by government. The second and in part the focus of this thesis are new organizational forms that are developed to implement projects and manage joint activities. These new entities can have a private, profit-making or not-for-profit character, and can be responsible for a whole new set of activities with a public-purpose or for ones that were previously performed by governments.<sup>2</sup>

The public and private interest that the thesis will focus on is that of the city and its business community. The hypothesis put forward in this study is that city planning has short-term and long-term effects on its city's businesses. The indicators of short-term effects are the change in real-estate values, retail sales, and improved mobility and accessibility along with space improvement. In addition, city plans with long-term goals of progressive growth and sustainable development, plan a competitive edge for the city. Such long-term development in turn promises economic growth and increased livability, both of which affect the city businesses and their profits. Increased business activity in return means new jobs, better housing and more revenue for the city and communities, which in turn contributes to better schools, parks, cultural institutions, and health services.<sup>3</sup> This conception suggests an important paradigm where the private interest and public good are not completely distinct anymore, but where one leads to another.

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<sup>2</sup> **Fainstein, Susan S.**, *Public-private Partnerships for Urban Development in the United States*, Working Paper, Rutgers University, Center for Urban Policy Research, no. 35A, Center for Urban Research, Rutgers – The State University, Piscataway, NJ, 1991, p. 1-5

<sup>3</sup> **Crompton, John L.**, *Parks and Economic Development*, American Planning Association Report, no.502, Planning Advisory Service, Chicago, Il., 2001, p. 51

It has also been noted that when business leaders become involved in local growth planning, the reasons usually rise above and beyond the purely financial. Fainstein supports this claim with the examples of Richard Mellon, who led Pittsburgh's Allegheny Conference, and David Rockefeller, head of the Downtown Lower Manhattan Association. She comments that despite the economic benefits that they gained through their participation in city planning, their role was constructed primarily out of civic obligation rather than simply profitability.<sup>4</sup>

In Boston, Norman Leventhal, the founder of Beacon Companies transformed a downtown parking structure into open space with the parking moved underground. He created the Friends of Post Office Square, a civic organization that comprised of businesses located in and near the site. The group collaborated with the city's Parks Department, planning authority and special interest groups such as the Boston Greenspace Alliance to realize their vision. The businesses raised \$80million of capital for the project, and have arranged for profits from the garage to be directed to the city of Boston. The park provides over 2 acres of open space as a relief to the high-density Boston downtown. In recognition of the effort, it was awarded the American Institute of Architects Honors Award for Urban Design.<sup>5</sup> The Urban Land Institute awarded Leventhal with their title of a community builder, an individual dedicated to building better communities and whose individual projects are

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<sup>4</sup> **Fainstein, Susan S.**, *Public-private Partnerships for Urban Development in the United States*, Working Paper, Rutgers University, Center for Urban Policy Research, no. 35A, Center for Urban Research, Rutgers – The State University, Piscataway, NJ, 1991, p. 30-42

<sup>5</sup> **MIT Case Study**, *Post Office Square, Boston*

[http://www.boston.com/beyond\\_bigdig/cases/post\\_office.htm](http://www.boston.com/beyond_bigdig/cases/post_office.htm)

**Project for Public Spaces**, *Great Public Spaces, Case Study of Post Office Square*,

[http://www.pps.org/gps/one?public\\_place\\_id=20#why](http://www.pps.org/gps/one?public_place_id=20#why)

contributing economic and social benefits to the greater community.<sup>6</sup> Further research on the topic may reveal that the development of a larger parking structure and park, has led to the short term gains of increase in property values and retail sales around the new park. It may be speculated that the development and the business led 'friends' group were mostly motivated by their interest in these short term returns, but it can also be agreed that the development promises long term returns to the city's open space system and an improved quality of life in downtown Boston, which in turn favors the business environment and economic potential of the city

The thesis aims to explore these themes relating to the business community's interest and participation with city planning. Participation is understood here as the business community's collective action to safeguard their interests and take proactive measures to further the same in the city. The collective action can be understood as a form of 'civic entrepreneurship' and can potentially be developed in several forms - with varied legal structures, diverse memberships and different missions. The organization of the business community can bring together intellect, skills, experience, drive, enthusiasm, as well as public support. It has the potential to bring together business firms and public agencies. With strong leadership, it can find and mobilize financial resources, decision-making ability, and political power.<sup>7</sup>

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**Bulkeley, William M.**, *Call it a Garage Mahal: Lowly Parking Area Becomes Attraction*, Wall Street Journal, New York, NY, July 18, 1994

<sup>6</sup> **French, Desiree**, *Community Builders Profile – Norman Leventhal*, Urban Land, February 2005, p 120

<sup>7</sup> **Alexander, Lawrence A.**, *How Downtowns Organize for Results*, Downtown Research and Development Center, New York, 1987

Business led collective action can be found at the regional scale, at the city scale as well as at the scale of a district within a city and even for singular streets. Several examples of such collective action exist that include Main Streets, Business Improvement Districts and Tax Increment Financing Districts. Most of these partnerships are a group of abutters or businesses that are directly affected by the health of a particular area in the city. These concerned businesses thus agree to come together and fund an organization that will protect their interests. A popular business-backed organizational structure at a neighborhood or district level is the Business Improvement District (BID). In a BID, the participating businesses are taxed to raise finances for the further development and maintenance of a particular district. Houstoun describes a BID as a ‘Concerted effort by business leaders to establish, well-funded, professional organizations that can work to change perceptions of their district, to surmount the limits of public resources and to respond to challenges of other competitive developments.’ Amongst other reasons for the existence of a BID, he notes the most important is either fear or opportunity.<sup>8</sup> This is true for most business led organizations involved with collective action to protect their interests in the city and its planning process. ‘Fear’ can also be interpreted as a crisis situation in the city that might have large-scale damage on the businesses in the city and its development. A ‘crisis’ can also be a situation when the businesses find a lack of adequate public action or attention to their interests in the city. This has been described as ‘a rebound effect’, where disappointment in private interests can lead to collective action in the public arena.<sup>9</sup>

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<sup>8</sup> **Houstoun, Lawrence O.**, *BID's: Business Improvement Districts*, International Downtown Association, Urban Land Institute, Washington DC, 2003, p.1-15

<sup>9</sup> **Hirschman, Albert O.**, *Shifting Involvements: Private Interest and Public Action*, Princeton University Press, Princeton, NJ, p.80

The Association for a Better New York (ABNY) was formed as a response to New York's fiscal crisis in the 1970s. Under the leadership of Lew Rudin (1927-2001), the association brought together business leaders representing diverse industries to take action towards city planning and development. With its principle aim to safeguard the city's economic development, ABNY has since then led the effort to extend the New York City Marathon to all five boroughs, developed initiatives to improve public education and spearheaded the 'I Love NY' campaign.<sup>10</sup>

Similarly, the Commercial Club of Chicago was formed in 1877, and it brought together several business and trading organizations to constitute a strong civic voice. They are responsible for the first comprehensive plan for the city of Chicago by Daniel H. Burnham in 1909. This plan led to the creation of the public planning agency in Chicago and has directed most of the growth in the city. Amongst other initiatives over the years, the club once again engaged itself in strategic planning for the Chicago region and the result was the Chicago Metropolis 2020 plan released in 1999. The plan is a long-term policy framework aimed towards enhancing the quality and equity of life in the region.<sup>11</sup>

Central Houston Inc. is a business-backed organization that was formed in 1983, and is the primary planning entity for downtown Houston. It leads and assists in the comprehensive planning advocacy and provides a forum for meetings and coordination with development associations throughout the city. In 1990, the organization developed a downtown development framework to guide the planning efforts in the city. Ten years hence, it has

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<sup>10</sup> **Association for a Better New York**, website: [http://abny.org/who\\_we\\_are/history.asp](http://abny.org/who_we_are/history.asp)

<sup>11</sup> **Commercial Club of Chicago**, website: <http://www.commercialclubchicago.org/>

developed a new framework, which is an updated revitalization plan for the city's downtown.<sup>12</sup>

The case chosen for a detail study of the relationship between the city planning process and its business community is the Artery Business Committee (ABC) in Boston, Massachusetts. ABC was formed in 1989, when the Boston business leaders saw the opportunity in the proposed depression of the Central Artery, an expressway that ran through the center of the city. This opportunity was also mixed with the fear that the mega-project might adversely affect the well being of businesses while in construction. ABC is affiliated with the Greater Boston Chamber of Commerce and at present represents over 80 businesses in the area. As a business backed group ABC has expanded its role from primarily safeguarding the business's interests to preserving Boston's economy and strengthening its urban core. As a response to the initial opportunity and crisis, ABC intervened with utility relocation and construction mitigation. But with an increasing presence and support in the city, ABC now has interest in public policy, real estate development as well as public space planning. They undertake design reviews for each new plan for the artery and also commission their own design studies and planning assignments. In 2005, now with the Central Artery project almost complete, ABC is in a state of transition. In this transformation it is reassessing its role and interest in the city. It is evaluating Boston and identifying the key issues that would lead to further economic development and enhanced livability in the city. At the same time, it is also considering means to market the organization to attract new members and their subsequent investment.<sup>13</sup> It is timely now to study the organization, its past role in the city and its interventions in the Central Artery project. The thesis aims to study their

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<sup>12</sup> **Central Houston Inc.**, website: <http://www.centralhouston.com/>

<sup>13</sup> Interview with Tom Nally, Planning Director, ABC, October 27 2004

effectiveness as a business-advocacy group and their role in city planning. The study will critically judge their interventions, relationships with the public planning agencies, community organizations and other special-interest groups, and their contribution to the Central Artery project and the city of Boston.

Business leadership in a city can prove to be powerful allies to the planning process. With their political and financial strength they can contribute significantly towards the public good and development. But if the groups are only self-motivated, they can overshadow the interests of other city dwellers, such as small businesses, environment groups and neighborhood communities. This would deny equitable and sustainable development in a city. A study of the Artery Business Committee, post the Central Artery project offers an insight into this relationship. A critical study would reveal their contribution and missed opportunities. In addition, the simultaneous study of other cases such as the Commercial Club of Chicago and Central Houston Inc. will provide an insight into effective tools that can be used to by other business groups such as ABC to achieve success in their mission of contribution to city planning in their city.



## Chapter II

### **The Business Community and City Planning**

The relationship between the city's business community and planning for public good exhibits the need and justifies the willingness of several businesses to be actively involved in city planning. This relationship can be measured with various physical, social and most importantly economic yardsticks. In the short run, city planning projects add value to the city's neighborhoods and economy, thus complimenting the trade and business community. Furthermore, increased mobility and accessibility are known to increase retail sales, real estate values and accelerate development in the city. As an example, in 1996, New Jersey Transit invested \$69 million to create the Midtown Direct train service, providing a one-seat ride to Manhattan. Studies empirically quantify that this plan has resulted in a sharp increase in property values around the transit nodes.<sup>14</sup> It has been proven that there is a considerable rise in the premium of houses within walking distance of the stations. Improvements in transit, in the long run, curb sprawl and encourage higher density within the urban core of the city.<sup>15</sup> Clubbed with increased tax returns, these results enhance the value of the city for its residents and businesses, along with attracting new investment and development.

Improvements in physical design introduce inviting streetscapes, parks, and events and accommodate historic preservation – all of which can potentially create economic benefits

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<sup>14</sup> From 1993 to 2003, residential properties within a half-mile of the stations increases by 113%, while properties a half mile away increased by 82%, and houses more than two miles from train stations only saw their value rise by 65%.

<sup>15</sup> **Wright, Thomas K.**, *What We Know: Transit Investment Worth its Weight in Real Estate*, Spotlight on the Region, Regional Plan Association, NY, Vol #52, May 13, 2004

for the city's businesses. Space improvement and design enhancement directly impact real estate values, tourism and livability resulting in economic development in the city.

There is also a direct relationship between culture and economic development. For example, in February 2005, Central Park in New York City played host to an elaborate art installation 'Gates' by artists Christo and Jeanne-Claude. In the two weeks that the art was on display, the city generated over \$80 million in business. This was the result of increased tourism and visits to the park, leading to higher retail sales of vendors inside the park, restaurants on the periphery and parking garages nearby.<sup>16</sup> In another example, the proposed New York City Olympic Bid 2020 proposed to create value from a cultural and sporting event, resulting in a regional economic impact of nearly \$12 billion and the creation of over 135,000 new jobs.<sup>17</sup>

In the long run, city planning strives for an increased livability and economic development to achieve a competitive edge in the global market. Richard M. Rosan, the president of Urban Land Institute (ULI), has identified high quality urban design and infrastructure investment as key for competitive city development. Principles for progressive growth and strive for sustainability are also factors leading to competitiveness in the long run. Such competitiveness creates better living conditions and accelerated economic growth, hence attracting new businesses, skilled residents and global investment, all of which make the city a more lucrative base for the existing business and industry.

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<sup>16</sup> **Medina, Jennifer**, *Park Visitors See Saffron and Businesses See Green*, New York Times, NY, February 14, 2005

<sup>17</sup> NYC 2012 website, [www.nyc2012.com](http://www.nyc2012.com)

Richard Rosan points out that while historically the city's economic strength lay in manufacturing and industry, it today relies on new residents. He describes that in the present times, the economy is increasingly driven by creative 'knowledge' workers. Thus cities that offer a higher quality of life with efficient transportation, recreational and cultural facilities, diversity, as well as a safe, clean and lively environment, have a greater potential for competitiveness and economic development.<sup>18</sup> Post-industrialization has led to a shift in industry character, from manufacturing to mainly service based businesses. These new businesses are characterized as 'footloose' as they are less constrained and more flexible in their choice of location than traditional manufacturing industries. Depending mostly on their skilled workforce, these 'people intensive' businesses rank quality of life as their most important location criterion.<sup>19</sup> This aspect relates enhanced livability in a city to economic development, hence making the case for business involvement with social, and sustainability issues.

Elements	Small Company Mean (n=38)	Large company Mean (n=42)
Government Incentives	3.9	14.2
Quality of life	33.3	14.7
Labor	10.3	24/ 0
Proximity to customers	28.4	11.6
Operating Costs	17.2	24.3
Transportation	6.7	7.7

**Table 1: Comparison of perceptions of the relative importance of general elements in location decisions by large and small companies.**

(Source: Crompton, John L., *Parks and Economic Development, Report – American Planning Association Planning Advisory Service, no. 502, Chicago, Il, 2001*)

<sup>18</sup> **Rosan, Richard M.**, President of Urban Land Institute, Speech at MIPIM Conference, Cannes, France, March 9, 2005

<sup>19</sup> **Crompton, John L.**, *Parks and Economic Development, Report – American Planning Association Planning Advisory Service, no. 502, Chicago, Il, 2001, p. 51-55*

Associated with the issue of livability is planning for progressive growth and sustainable development. A concept coined to describe progressive growth and development for a competitive edge is 'Smart Growth'. Smart Growth means development that accommodates growth in smart ways, and is economically viable, environmentally responsible and collaboratively determined.<sup>20</sup> ULI describes smart growth as seeking 'to identify a common ground where developers, environmentalists, public officials, citizens, and others can all find acceptable ways to accommodate growth'.<sup>21</sup> The collaborative nature of smart growth allows for businesses to be participants in development and also ensures that planning will result in a future city that is more lucrative for businesses to be in.

Recognizing this relationship, the National Association of Local Government Environmental Professionals (NALGEP) and the Smart Growth Leadership Institute have established the Smart Growth Business Partnership with the slogan 'Smart Growth is Smart Business'. In their view, Smart Growth enables cities to achieve a higher standard of livability, better access and transportation, economic well being for all residents, lower costs and taxes, and preservation of open space. In this quest they are against sprawl of urban areas that brings with it civic, economic and environmental impacts such as traffic congestion, pollution, and loss of greenfields, all of which negatively impact livability, and hence the economic health of the city. Smart growth practices result in a high quality of life for communities, customers and employees, which is recognized as a key economic asset for cities. In Sierra Nevada, studies show that over 82 percent of business owners' cited high quality of life as the significant advantage of doing business in the area.<sup>22</sup> In addition, studies

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<sup>20</sup> **Porter, Douglas R.**, *Making Smart Growth Work*, Urban Land Institute, Washington, D.C., 2002. p. 1-7

<sup>21</sup> **Pawlukiewicz, Michael**, *What is Smart Growth?*, Urban Land, June 1998, p. 6-7

<sup>22</sup> Study was conducted by the Sierra Business Council, California, <http://www.sbcouncil.org/>

also show that smart growth strategies enhance employee productivity.<sup>23</sup> Another smart growth strategy is to reinvest in existing communities and infrastructure. This ensures an efficient use of the limited resources for the improvement of existing urban areas rather than on new infrastructure and development. This creates economic efficiency in the city, benefiting both residents and businesses. A research at the Brookings Institute has concluded that over the next 25 years, smart growth principles can save governments 11.8 percent, or \$110 billion from road-building costs, 6 percent or \$12.6 billion from water and sewer costs, and 3.7 percent or \$4 billion from annual operations and service delivery.<sup>24</sup> The smart growth emphasis on the center city also creates new emerging markets for the businesses. The Initiative for a Competitive Inner City (ICIC) estimates that approximately 25 percent of inner city retail demands are unmet by retailers. This provides incentives for businesses to invest in city improvement and hence tap into this consumer demand and increase profits. This factor must also motivate business leaders to work with the government and communities to promote growth and direct development. In addition, smart growth makes economic sense in growing as well as struggling economies. A study by PriceWaterhouseCoopers shows that downtowns and neighborhoods with mixed use, green space, and street grids with sidewalks, are better financial investments.<sup>25</sup> Based on good design sense, creating walkable communities with well thought of transportation choices, smart growth investments are more stable with long-term returns.<sup>26</sup>

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<sup>23</sup> Several studies show a higher income levels in cities that embrace growth management and are compact and are served by efficient transportation systems.

<sup>24</sup> **Muro, Mark and Robert Puentes**, *Investing in a Better Future: A review of the Fiscal and Competitive Advantages of Smarter Growth Development Patterns*, The Brookings Institution Center on Urban and Metropolitan Policy, March 2004

<sup>25</sup> *Emerging Trends in Real Estate 2002*, PriceWaterhouseCoopers and Land Lease Real Estate Investments, LLP, 2002

<sup>26</sup> *Smart Growth is Smart Business*, NALGEP, and Smart Growth Leadership Institute, 2004

The Initiative for a Competitive Inner City (ICIC) estimates that 54 percent of workforce growth over the next 10 years will come from minority communities.<sup>27</sup> This study demonstrates the need for business leaders to support diverse and deprived communities and illustrates that along with support for economic and smart growth issues, the business community must also support social issues and conditions in cities.

This relationship between the business community and city planning can be clearly identified in the three case studies that follow. These cases of business led civic organizations in Chicago, Houston and Boston; illustrate their recognition of this relationship as significant to the health of their businesses. The Commercial Club in Chicago and Central Houston Inc. are two examples that have successfully articulated ways to use this relationship and follow its mission to protect its business interests and the long-term development of their cities. The Artery Business Committee on the other hand is a relatively new organization that was formed to support and protect the business's interests in one particular planning project.

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<sup>27</sup> Study conducted by the Initiative for Competitive Cities, Boston, MA, <http://www.icic.org/>

### Chapter III

#### **Case Examples of Business- Backed organizations**

Following the business community's understanding of their relationship to city planning, throughout history the business owners have participated in city planning through various organizational forms, support groups, development and financing initiatives. In recent times this relationship has become more clearly defined and has taken the form of not-for-profit organizations in cities, which use sophisticated tools and innovative measures to further their goal of long-term enhancement of the city's future. This trend has been fairly widespread and examples can be found in many cities around the world. Appendix 1 lists similar business-backed organizations in other American cities that are actively involved in city planning.

For the purpose of illustrating this trend and relationship, I studied two leading examples of business-backed organizations in Chicago (Illinois), and Houston (Texas). Amongst them, the Commercial Club of Chicago is the oldest organization that began in 1877. The Commercial Club has since been closely tied to a wide array of city planning issues in the city as well as the larger region of Chicago. It is a great example to study, as this organization has transformed and reconfigured itself several times to keep pace with the city's demands and its own potential for greater effectiveness. Central Houston Inc. is a business-backed civic organization that focuses on the city of Houston and its long-term development and success. Towards this goal, it has been very proactive and has invented several innovative policies and programmatic contributions to the city planning process. The organization has also transformed and created sub-groups and new organizations in an effort to be most effective

in its goals and vision for the city. A study of these two organizations presents a holistic understanding of business-backed organizations and their initiatives towards achieving the goal of long-term city development at the scales of the region, city and downtown. For the purpose of this study they offer a wealth of information on the relationship and participation of business groups in city planning.

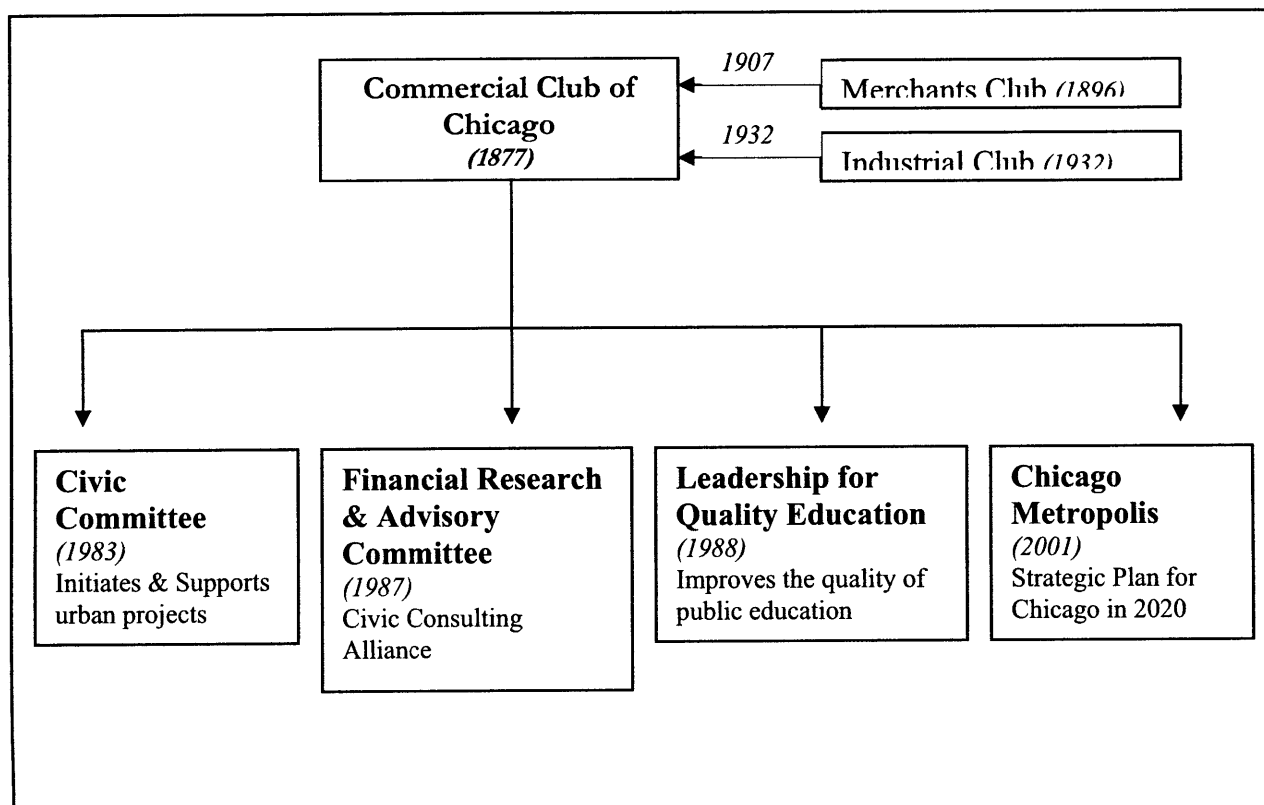
## **Commercial Club of Chicago**

### *Organization History and Mission*

The Commercial Club of Chicago was found on December 27, 1877 by a group of 17 businessmen with the aim to organize a strong and cohesive civic force to help shape the course of the Chicago's development. Its membership has since grown as other businesses and similar organizations have joined the club. It united with the Merchants Club (organized in 1896) on February 11, 1907 and the Industrial Club (Organized in 1905) on December 5, 1932. It is today a membership organization, which is comprised of senior business, professional, educational and cultural leaders who are all interested in the civic, social and economic issues in the Chicago region and wish to contribute to the same. The total membership of the organization amounts to over 480 members, amongst which 325 are active participants. In 1983, the club formed its Civic Committee, which is responsible for initiating and supporting urban projects that strengthen the core industries and pursue economic opportunities in the region. It is comprised of 79 Chicago area CEO's. The club with its executive committee has now assumed a managerial role and to develop and support specific initiatives, it has formed other affiliated committees, namely the Financial Research and Advisory Committee (FRAC), Leadership for Quality Education (LQE) and the Chicago



Metropolis 2020.<sup>28</sup> Figure 1 illustrates the expanding role of the club and the resulting organizational structure to support the same.



**Figure 1: Evolving roles of the Commercial Club of Chicago** (Source: Author)

The purpose of the Commercial Club of Chicago is outlined 'to promote the social and economic vitality of the metropolitan area of Chicago by cooperative effort, social intercourse, and a free exchange of views.' The Civic committee (1983) of the club is dedicated to improving livability in Chicago and to promote it as a place to live, work and conduct business.<sup>29</sup> The Financial Research and Advisory Committee (FRAC) is a unique civic consulting alliance created by the Commercial Club of Chicago and funded by its civic committee. Its goal is to improve the city government, its efficiency and effectiveness for

<sup>28</sup> The Commercial Club of Chicago website, <http://www.commercialclubchicago.org/>

<sup>29</sup> *ibid.*

Chicago by developing and implementing strategies and operational improvements. FRAC partners with Chicago's businesses to offer these consulting services at no cost to the city.<sup>30</sup> The Leadership for Quality Education (LQE) is another committee of the club and is also funded by the civic committee. It is devoted to improving the quality of public education in Chicago. It strives for improvement to traditional public schools and for the creation of new learning communities.<sup>31</sup>

Chicago Metropolis 2020 is an organization that has been set up by the Commercial club to implement its Chicago Metropolis 2020 plan, which is a comprehensive strategic plan to ensure the competitiveness of the Chicago Metropolitan Region in the 21<sup>st</sup> century. Chicago Metropolis has created key alliances with other organizations (to develop a new kind of 'civic entrepreneurship' in the region. The organization has on board several senior executives, who are senior members of the business, civic and educational communities.<sup>32</sup> (See Appendix 2 for a list of current members of Chicago Metropolis 2020) The Commercial Club of Chicago is also affiliated with the Economic Club of Chicago, which is comprised of civic-minded business professionals who are interested in the economic and social issues in a city.<sup>33</sup>

### *Initiatives & Impact on City Development*

Amongst the initiatives of the Commercial Club for city development, one of the earliest and most effective was the 1909 urban plan for Chicago. The club commissioned one of its members, an architect and city planner Daniel H. Burnham and Edward H. Bennett to

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<sup>30</sup> The Commercial Club of Chicago website, <http://www.commercialclubchicago.org/frac/>

<sup>31</sup> Leadership for Quality Education website, <http://www.lqe.org/>

<sup>32</sup> Chicago Metropolis website, <http://www.chicagometropolis2020.org/index.htm>

<sup>33</sup> Economic Club of Chicago website, <http://www.econclubchi.org/>

develop a vision for the design and future planning of the metropolis.<sup>34</sup> This has been considered as the first attempt at comprehensive planning in American cities. The plan suggested designs to reduce congestion and facilitate improved traffic movement as well as safeguard public health. The key element of the plan was a new five miles long parkway, to be built beyond the Illinois Central Railroad tracks at the lakefront. The park system was designed for public recreation and would extend from Grant Park on the north to Jackson Park on the south. The plan was very effective. It stimulated the creation of the Chicago Plan Commission, a public planning agency that accepted and implemented Burnham's proposals for the reclamation of the lakefront and parklands, the creation of the green belt of forest preserves, and the straightening of the Chicago River.<sup>35</sup> The plan envisioned most of the present transportation corridors that serve Chicago. It is also responsible for Wacker Drive, Grant Park, and the parks and cultural institutions along the lake.

In 1933, a member of the club, Julius Rosenwald, President of Sears, Roebuck and Company, along with other business leaders led the city to create the Museum of Science and Industry. Inspired by the Deutsches Museum in Munich, they restored and converted the remaining structure from the 1893 World's Fair, the Palace of Fine Arts into a new museum, one that along with recreation would also be a vehicle for public science education. In 1980s, the club was concerned about the slow growth in jobs in the Chicago region. Consequently, in 1983 they commissioned a study called Jobs for Metropolitan Chicago, which revealed the region's economic strengths and weaknesses.

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<sup>34</sup> Chicago Public Library Digital Collection, The Plan of Chicago, <http://www.chipublib.org/digital/lake/CFDBurnhamPlan.html>

<sup>35</sup> Chicago Public Library Digital Collection, The Chicago Timeline, 1909 Chicago Plan Published, <http://www.chipublib.org/004chicago/timeline/plan.html>

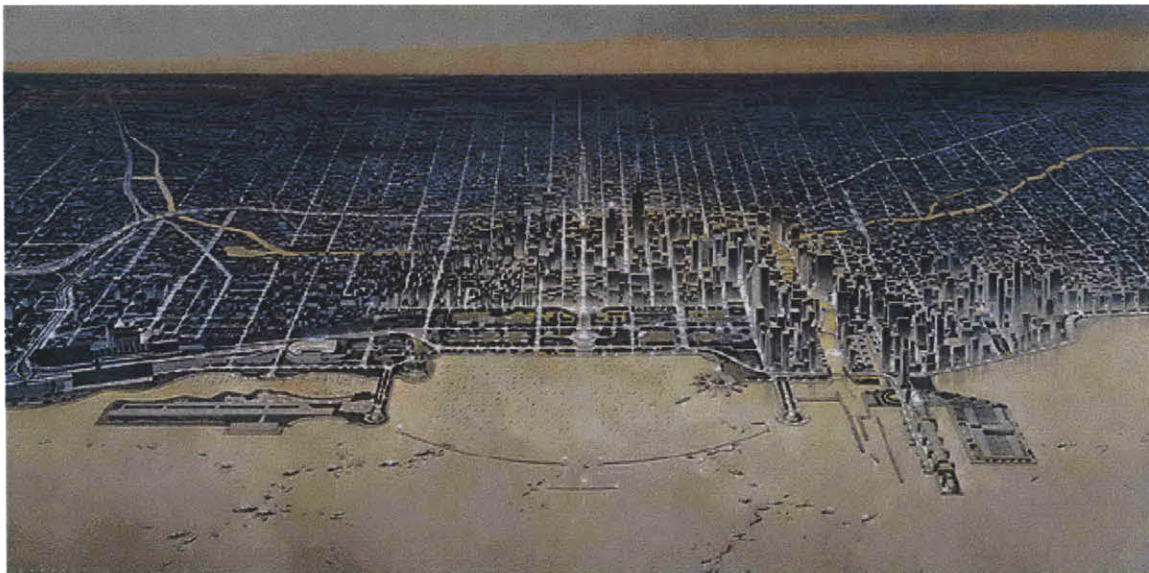
Year	Initiative
1909	Urban Plan for Chicago by Daniel H. Burnham
1933	Museum of Science and Industry
1983	Study on Jobs for Metropolitan Chicago
1983 – Present	Plans for the expansion of the O'Hare airport
1990s – Present	Public Education reforms and research
1999 – Present	Chicago Metropolis 2020 – a long term strategic plan for the city of Chicago

**Table 2: Key Initiatives of the Commercial Club of Chicago** (Source: Author)

Formed in 1983, the Civic Committee, the urban affairs arm of the club led the initiatives towards infrastructure and economic development. As one of its pilot projects, it envisioned the plan to improve the city's aviation system. As its central mission, it supports the expansion of the O'Hare airport and has helped mobilize political and legislative support for the project. In collaboration with the LQE, the public education arm of the club, the Civic Committee has been propagating the need for better education in the Chicago region. With this agenda, the club has been closely involved with the Chicago school reform for the past 15 years. They supported legislative reform laws and supported the creation of new schools. In a recent effort to improve the teacher quality in the region, the organization released a report on 'Improving Results: Transforming the Teaching Profession in Illinois'.<sup>36</sup> To reinforce Chicago's economic vitality, the club focuses on planning activities so that businesses can prosper and generate jobs. The civic committee has created and manages

<sup>36</sup> Commercial Club of Chicago, Civic Committee, Task Force on Teacher Preparation and Initial Professional Development in Illinois, *Improving Results: Transforming the Teaching Profession in Illinois*, <http://www.commercialclubchicago.org/civiccommittee/initiatives/education/improving.pdf>

programs and policies to stimulate inner-city economic development, commercialize university technologies, strengthen community planning, and secure public-private financing. Recently, the civic committee formed an advisory group consisting of six banks, which would review commercial projects in low-income neighborhoods in Chicago, and advice on both the feasibility of the proposed developments and the potential for public-private financing.



**Figure 2: Project Growth of Chicago, Chicago Metropolis 2020**

(Source: Johnson, Elmer W., *Chicago Metropolis 2020, The Chicago Plan for Twenty-First Century*, The University of Chicago Press, Chicago, 2001)

In 1999, the Commercial Club of Chicago engaged itself to create a long-term policy framework to develop Chicago in the 21<sup>st</sup> century and enhance its quality of life and economic standing in the global market. The plan is designed to channel the city's planning resources and invest wisely to prevent the urban problems rather than spend later to fix them. The plan is the result of a two year collaborative effort between the club, the community, and civic and government representatives. It identifies the challenges and guiding principles for city planning in Chicago and offers recommendations to further the same. On a broad scale, the study is divided into categories for public education,

transportation, Land use and Housing, Governance and Taxation, and Economic Development. (See Appendix 3 for the principles of the Metropolis 2020 plan) The study clearly establishes the relationship between the city's businesses and its social issues. Along with global success, it strives for a distinct identity that signifies Chicago and represents its history and character. The plan aims to be realistic and focuses on the feasibility and implementation of its recommendations considering Chicago's political and civic environment.<sup>37</sup> To implement the plan, the Commercial Club organized a non-profit group, which comprises of representatives from business, labor, civic, religious and government organizations. The Chicago Metropolis brings the business leaders and the municipalities to consider similar long-term principles while making short-term decisions on location, operating costs, jobs, quality of life, education, taxes, housing, and public transportation.<sup>38</sup> The Metropolis 2020 also strives to provide information and mobilize public opinion on state and city led planning projects, development issues and legislations. Research is another important effort led by the Metropolis 2020. The organization constantly updates and adds onto the plan by studying and publishing reports on the future trends and impacts of present city growth and its related demands and planning issues.<sup>39</sup>

Important lessons to learn from the Commercial club of Chicago are its commitment to the development of the city and its ability to transform and reconfigure itself to achieve the most impact on the changing development scenarios in the city. Beginning as a primarily business-backed organization, the club opened its membership to other cultural and educational

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<sup>37</sup> **Johnson, Elmer W.**, *Chicago Metropolis 2020, The Chicago Plan for Twenty-First Century*, The University of Chicago Press, Chicago, 2001

<sup>38</sup> **Chicago Metropolis 2020**, *The Metropolis Principles*,  
<http://www.chicagometropolis2020.org/documents/metropolisprinciples.pdf>

<sup>39</sup> Chicago Metropolis website, <http://www.chicagometropolis2020.org/index.htm>

institutions as it recognized the potential of this collaborative nature as a way to effectively advocate and steer change. Over the years, the club's agenda also encompassed a wide array of urban issues. This allowed them to become the single and most visible civic leadership in Chicago. In addition, the attention to several social issues, such as employment and education helped the group in gaining legitimacy and trust from the public groups and community organizations.

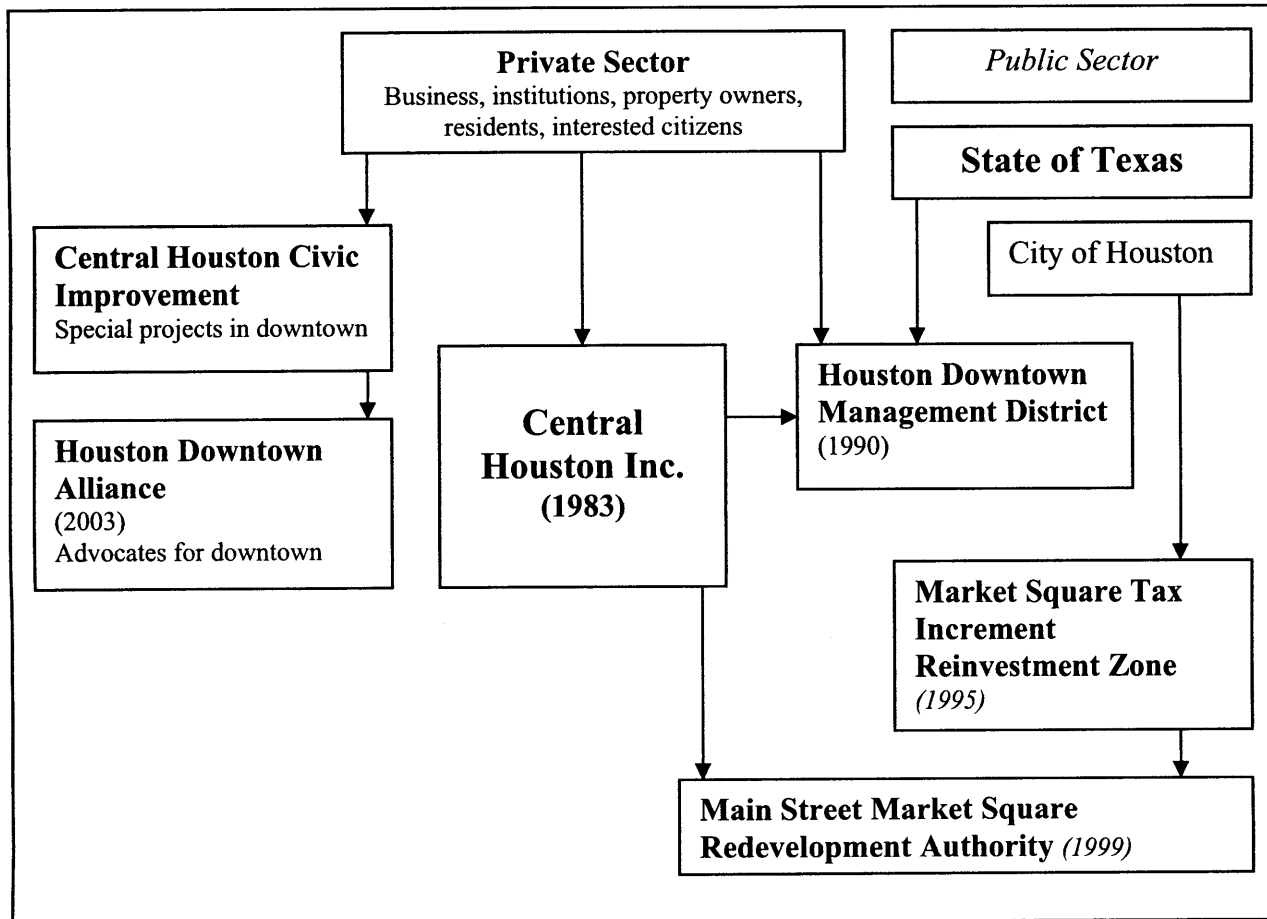
Amongst all of its key initiatives, the most progressive and effective were the strategic planning efforts that it led in 1909, with the Daniel Burnham plan and then in 1999, with the Chicago Metropolis 2020 plan. Both the plans established long-term visions for the future of Chicago and set forth a defined strategy to implement the vision. The strategy ensures that the subsequent development supports the objectives and the current urban problems identified and future forecasted by the plan. Such plans also set forth a defined strategy for the Club's efforts and eliminate any ad-hoc project selection, which might lead to under-utilization of resources and negate the potential of the civic organization.

## **Central Houston Inc.**

### *Organization History & Mission*

Formed in 1983, Central Houston Inc. is a non-profit corporation that is supported by the city's leading businesses and institutions. (See Appendix 4 for a list of the current members of Central Houston Inc.) Its mission is to 'lead and assist the community in achieving the highest quality, sustainable revitalization of downtown and the center city. The organization is affiliated with the Central Houston Civic Improvement Inc., which is the group that supports the special projects for downtown. Central Houston also acts as the parent

organization for the Houston Downtown Alliance, by providing staff under a management contract, reducing overhead and fostering a higher level of collaboration. The Houston Downtown Alliance was formed in 2003, when the Downtown Houston Association and the Theater District Association came together to advocate for a 'vital and vibrant Downtown Houston'.<sup>40</sup>



**Figure 3: Organizational chart showing Central Houston Inc. and its partnerships resulting in the affiliated organizations**

*(Source: Robert M. Eury, President, Central Houston Inc.)*

Central Houston Inc. plays an active role to stimulate collaboration and coordination between public officials, developers and businesses for development. In 1986, Central Houston assisted in the creation of Buffalo Bayou Partnership, a quasi-public non-profit

<sup>40</sup> Houston Downtown Alliance website, <http://www.downtownhouston.org>



agency that was formed for the redevelopment of this waterfront. In its initial years, Central Houston provided staff for the organization. To create innovative mechanisms to finance development, in 1990 Central Houston Inc. used the relatively new tax increment financing for downtown Houston. Houston Downtown Management District is the resulting organization, which collaborates on projects and is staffed by Central Houston Inc. and both the groups are under the same leadership and Executive Director.<sup>41</sup> In 1999, Central Houston Inc. and the Downtown District together helped to create the Main Street Market Square Redevelopment Authority (MSRA) and the Market Square Tax Increment Reinvestment Zone (1995) to develop the Main Street in downtown Houston. Figure 2 and Appendix 5 elaborate the partnerships that Central Houston Inc formed over the years and their organizational structures.

Central Houston Inc. collaborates with the Greater Houston Partnership, which is dedicated to the economic prosperity of the Houston region. Its mission is to ‘promote Houston as the center for international business and trade.’<sup>42</sup> Amongst the other organizations associated with the Central Houston Inc. is the Quality of Life Coalition with a mission to create a superior quality of life for the city and Center for Houston’s future, which is committed to innovating to improve the future of the Houston region.

### *Initiatives & Impact on City Development*

Central Houston serves as the primary planning coordination entity for downtown Houston. It creates the framework for comprehensive planning advocacy and helps coordinate the initiatives with the city, community, civic organizations and business owners throughout the

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<sup>41</sup> Houston Downtown Management District website, <http://www.downtowndistrict.org>

<sup>42</sup> Greater Houston Partnership, <http://www.houston.org>

city. The organization volunteers as a review board for the designs of various public and private projects proposed in the city. Central Houston, in its planning efforts is engaged in future long term city planning and accordingly, coordinates plans and implements supporting design improvements in parts of Houston.

Amongst its earliest initiatives, in 1984, Central Houston led the program to improve the streetscape in downtown, in an effort to restore security and vitality to the city streets. Also in 1984, the group organized a task force to revitalize the Buffalo Bayou waterfront in Houston. From 1985 to 1998, it led and managed the planning, fund-raising, design and construction of parkways along the waterfront. Along with this project, Central Houston assisted the city in the development of Bayou Place, which opened in 1997 and is a mixed-use redeveloped version of the existing Albert Thomas Convention Center. From 1984 to 1988, the organization supported the city's master plan for the Theater District and created a marketing campaign to promote the district and its cultural groups. In 1992, the group envisioned the beautification of the area around City Hall and for its implementation, facilitated the formation of Friends of Hermann Square. In 2001, Central Houston assisted in the creation of Downtown Scenic District, in an effort to control the increase of billboards in the city. Central Houston was responsible for identifying these areas of concern and drafting a development strategy. The result of all these initiatives is an enhanced physical realm in the city of Houston with the Bayou Place and City Hall as major attractions.

Along with its more design oriented planning, Central Houston is committed to security coordination in the city. In 1985, it helped create and continues to fund the Houston Police Mounted Patrol Unit. The organization collaborates with the local Emergency Planning

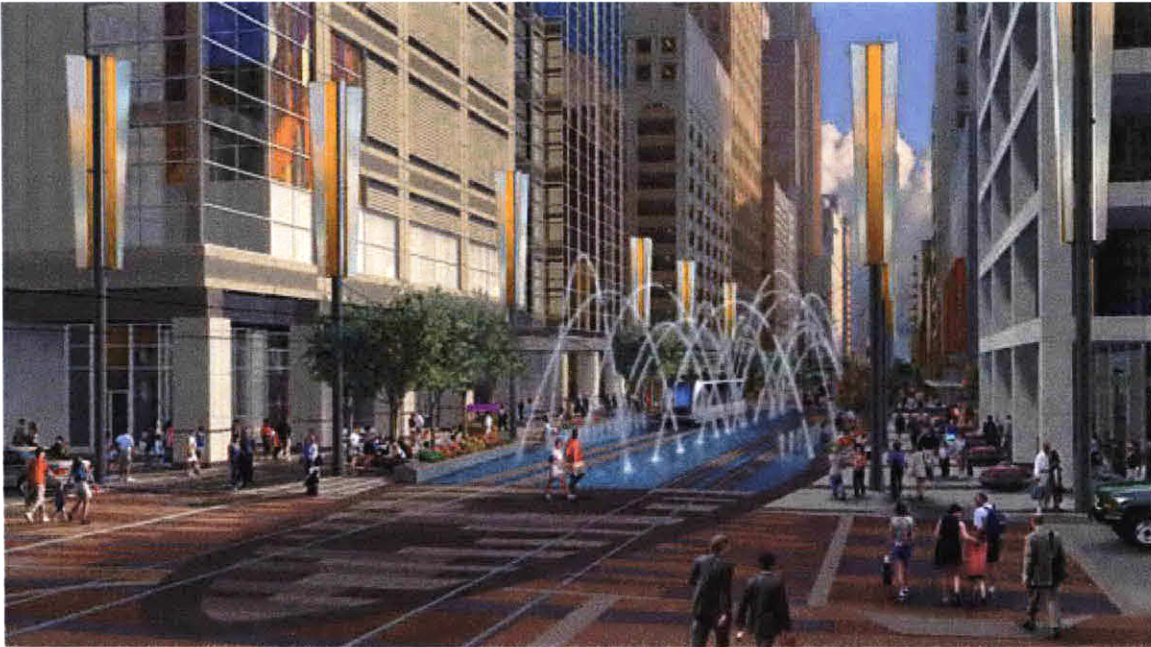
Commission and initiated disaster response planning to include the private sector. In 1992, it planned and established the Downtown Public Safety Center, which conducts monthly analysis of crime patterns and emergency response. As a result of these initiatives, there has been noted a 70% reduction in crime in downtown since 1983.

Year	Initiative
1984	Task force to revitalize the Buffalo Bayou waterfront
1985	Houston Police Mounted Patrol Unit
1984 – 1988	Master plan for the Theater District
1987 – 1992	Proud Streets Program
1992	Friends of Hermann Square
1992	Downtown Public Safety Center
1992	Houston Area Community Development Corporation
1994	Business Development Program
1995	Market Square Tax Increment Reinvestment Zone
1999	Main Street Market Square Redevelopment Authority
2000	Master Plan for Main Street
2001	Downtown Scenic District
2004	Downtown Development Framework – Houston 2025

**Table 3: Key Initiatives of the Central Houston Inc.** (Source: Author)

In 1992, Central Houston assisted in the formation of Houston Area Community Development Corporation and developed single room occupancy housing units that offer an alternative to homelessness for Houston's lowest income group. In 1994, in association with

the Houston Downtown Management District, Central Houston established a Business Development Program to retain and attract commercial tenants in downtown. Central Houston stresses on the importance of marketing and serves as the source for information on the planning activity, maps, newsletters and brochures on business led planning organizations.<sup>43</sup>



**Figure 4: The Main Street Redevelopment Plan, Houston, Texas**

*(Source: Houston Downtown Development Framework, October 2004)*

Amongst Central Houston's key initiatives, a prime focus has been the revitalization of Main Street in downtown Houston. In 1987, the organization led a five-year long Proud Streets Program to improve the landscape in and around Main Street. In 1995, Central Houston worked with the city to establish the Market Square Tax Increment Reinvestment Zone, followed by the Main Street Market Square Redevelopment Authority in 1999. In 2000, Central Houston announced the master plan for Main Street and introduced the concept for

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<sup>43</sup> Central Houston Inc. website, <http://www.centralhouston.org>  
Interview with Robert M. Eury, President, Central Houston Inc., May 17, 2005

a light rail along the corridor. The plan focused on high concentration of residents and jobs, and enhanced pedestrian movement through public transit and improved street designs. As a part of the plan, Main Street Square was designed as the center of development with a unique landscape of fountains, shopping, dining and public art. Most of the funding for the \$8.9 million project was collected through private donations.<sup>44</sup> As a result the square and light rail opened in 2003, and are being used as an example to transform other neighborhoods in Houston. The light rail is one of the first modes of mass transit in the city and its success is being widely marketed as a model for a larger network of public transportation.

To continue their planning advocacy and to provide an agenda and direction for all future development, Central Houston led a ten-year long strategic planning process, which in 2004, resulted in the Downtown Development Framework, a new long-term vision plan targeted towards future Houston in 2025. The plan envisions Houston as an 'Entrepreneurial City', and concentrates on improving the quality of life in Houston through physical, economic and social improvements. The plan identifies key areas of development with a focus on economic prosperity, public space and transportation.<sup>45</sup> Amongst its implementation measures, in May 2004, Central Houston proposed the formation of a long-term joint program called Urban Collaborative. The program partners with the city, communities and other civic organizations in a vision to promote a superior urban living and working environment in Houston. As a key strategy of the collaborative effort, Central Houston funds and provides a Special Assistant for Urban Design to the Mayor of Houston. The

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<sup>44</sup> **Sheridan, Mike**, *Waking Up*, Urban Land, Volume 62, No. 8, August 2003, The Urban Land Institute. Washington, D.C.

<sup>45</sup> *Houston Downtown Development Framework*, October 2004

Special Assistant acts as a liaison for the Mayor with key civic organizations, fostering a higher degree of collaboration and effectiveness in development.<sup>46</sup>

‘Collaboration’ has been the key word in Central Houston’s role in the development of Houston. The effectiveness of this fairly new organization can be attributed to its ability to establish meaningful alliance with various other stakeholders, to form affiliated organizations that are individually responsible for specific projects, as in the case of the Buffalo Bayou Waterfront Task Force. This strategy has proved to be very successful. Central Houston Inc. remains the parent organization that provides organizational support, but the affiliated groups are mostly self-funded. This is a result of Central Houston’s innovative exploration of public-private partnerships. They have explored and in many cases successfully implemented legal structures such as tax increment financing as in the case of Main Street and Market Square. Financial independence from the city, state or Central Houston Inc. makes these organizations more accountable to their own area and community of concern and hence promises higher effectiveness. Central Houston Inc. has also successfully leveraged its ability to secure financing for projects to gain more authority in the public planning process. The organization goes well beyond planning, and has successfully created sub-groups to carry out actual development, as in the case of the Houston Area Community Development Corporation and maintenance of districts, as in the case of the Main Street Market Square Redevelopment Authority.

Along with the Commercial Club of Chicago and Central Houston Inc. value the diversity in their membership structure. Central Houston has also led the business community to

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<sup>46</sup> *Proposal for the Urban Collaborative Program*, May 2004  
<http://www.centralhouston.org/Home/Programs/UrbanCollaborative/>

participate in varied issues concerning urban design, as well as affordable housing, neighborhood security, and city marketing. The organization's strategic plan for Houston in 2025 is another comparable effort, which will ensure a directed and focused course of participation in Houston's planning and development process.

Both these business-backed organizations have a mission similar to that of the Artery Business Committee in Boston. In my opinion, their study provides an insight into the role that business-backed civic organizations play in the development of a city. They also offer valuable information on the initiatives that such groups ought to take to prove successful in their mission. In addition, these cases are a benchmark for comparison to the Artery Business Committee, which will allow a critical analysis of ABC's efforts and offer recommendations to increase their effectiveness. The specific lessons learnt by these case studies and criteria set out to evaluate ABC are:

1. **City and Business Interests** – As seen in the case of the Commercial Club of Chicago and Central Houston Inc., both the business-led groups have over the years transformed into their city's leading civic organizations. The primary driving force for this transformation has been their recognition of the fact that the long-term interests of the city as a whole would result in the enhancement of the city's future livability and economy, directly benefiting the interests of their business members. Upholding the city's long-term interests over their business member's short-term gains is an important lesson to learn from these two cases. This principle has lent both the groups increased legitimacy in the process of city planning and trust

amongst the players in the field, which has been a key attribute for success in their mission and the field of city planning.

2. **Diverse Membership Structure** – An important observation that could be attributed to both the group's effectiveness is that over the years they have extended their previously exclusive business-led membership to include representation from a larger and diverse community of stakeholders in the city planning process. Supporting the primary business leaders, the membership of both the Commercial Club of Chicago and Central Houston Inc. now includes the city's key cultural, educational, special interest and community institutions. This increased diversity, firstly lends greater legitimacy and trust from the city, its politics and communities. Secondly, it is instrumental in bringing a wider array of issues and projects to the forefront of the organization's mission. This allows the organization to have a holistic view of the city's demands and hence a more detailed scope of work and opportunity to influence and even direct positive change for the city's future.
3. **Strategic Focus** – A strategic focus for a civic advocacy organization allows it to leverage its limited resources to result in maximum impact towards improving the city's future. Central Houston Inc. started as a group focused on the downtown physical area. Following their effectiveness, over the years, their projects have increased in scope to encompass a larger urban and regional area. Both the organizations though have remained perceptive of a wide range of issues and have not surrendered to a specific special planning interest. This allows the groups to remain truly civic in their mission and their actions represent the good of the city



instead of being partial to a specific special interest. Over the years though, both the groups have identified specific issues or special projects of interest and formed sub-groups and organizations to focus on the same. This strategy allows a well-articulated distribution of resources, as most often these sub-groups are self-funded through innovative public-private partnerships.

4. **Strategic Plan for the city** – A key lesson learnt from both the business-led groups in Chicago and Houston, is their recognition of the need for a long-term strategic plan for the city. The strategic plans created by these groups project the city's demands 15-20 years into the future. This allows the organization's to design their subsequent initiatives for the city's development and follow a more directed and informed approach towards project selection. A strategic plan and the following directed initiatives allow the civic organization to utilize their limited resources in the most efficient manner. A strategic plan also presents a position of leadership for the organization in the city's larger civic arena.
5. **Proactive Approach to Planning** – Following the observation on the need for a strategic plan, another lesson learnt from both the groups is the need to be proactive in its project selection and resulting approach towards city planning. This strategy is an ongoing intellectual process to supplement the organization's strategic plan and its projections for the city's demands. This proactive approach towards city planning also allows the civic organization to be ahead of the issues in their city, therefore offering them a position of importance and power in the city's planning and development process.

With these criteria in mind, it will be interesting to study the Artery Business Committee in its chosen role to participate in the Central Artery Project in Boston.

### Chapter III:

#### **Case of the Artery Business Committee**

Just as seen in the case of other cities like Chicago and Houston, Boston has had a long history of private interest and participation in the public planning process. As early as 1957, the city's business groups got together to form the Greater Boston Economic Study Committee. This became the first case in Boston's history when the businesses took collective action towards city planning. The organization took it upon them to formulate plans and policies for an improved future of Boston.<sup>47</sup> Soon after, in 1961, the Greater Boston Chamber of Commerce commissioned Kevin Lynch and John Myer from MIT to produce a plan for the derelict waterfront and Faneuil Hall area in Boston. The objective was to explore the highest and best use for the area and hence return economic vitality to Boston's downtown and at the same time contribute to the public good in the city. Following this objective, in 1975, Boston's private sector made another big contribution to the city when the Chase Manhattan Bank and other Boston Banks provided funding for the redevelopment of Faneuil Hall marketplace. This plan had otherwise stalled due to the bleak economic situation in Boston and the initiative by Boston's private sector made the project possible.<sup>48</sup> In 1991, the city's businesses led by business-owner Norman Leventhal planned, funded and constructed the Post Office Square park, which provides over 2 acres of open space in the high density Boston downtown. Following this trend of partnership between Boston's business owners and city planning, in 1989, the city's business owners came

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<sup>47</sup> **Kennedy, Lawrence W.**, *Planning the City Upon a Hill, Boston Since 1630*, The University of Massachusetts Press, Amherst, MA, 1992, p. 161

<sup>48</sup> *Ibid.*, p. 206

together to form the Artery Business Committee to participate in the Central Artery Project, which is the largest civic project undertaken in the history of the city.

## The Central Artery Project

The Central Artery project was a long-term vision plan to bury the elevated expressway that ran through the center of Boston. The Artery Business Committee represented the collective action by business owners in Boston to participate in this plan, which promised considerable short and long term impacts on the city and hence on the health of their businesses.

The Central Artery was an elevated six-lane highway that ran through the center of downtown Boston. It was built in 1959, and soon, it became one of the most congested highways in the country. This led to increasingly long commuting times as well as an alarmingly high accident rate. The same problem was also found in the two tunnels that connected downtown to East Boston and Logan Airport. The annual cost of this congestion with the high accident rate, wasted fuel, and late delivery charges were reasons of acute concern to the city and its planners. It was projected that if these conditions persisted, by 2010 Boston could expect a stop-and-go traffic jam for up to 16 hours a day at all times.<sup>49</sup> In 2000, the Central Artery was named amongst the 10 worst commutes in United States. The study was conducted by the American Automobile Association and United Parcel Service, who claimed that the 6-8 hours of stop and go traffic on the artery each day resulted in over \$50 billion in losses to the city and its dwellers.<sup>50</sup>

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<sup>49</sup> Massachusetts Turnpike Authority, *Big Dig – Project Background*, <http://www.masspike.com>

<sup>50</sup> Palmer, Thomas J., *Artery Named to List of Worst US Commutes*, Boston Globe, September 12, 2000

It was also feared that due to this increased congestion, downtown in Boston would lose its significance as the financial center for the city. The lack of adequate transportation could lead to growth being redirected to suburban locations, where space, parking facilities and road networks were in place. Mega-projects planned during this time, such as the Fan Pier, cleanup of the Boston Harbor, and phase two of International Place, reinforced this fear that downtown may be unable to accommodate future economic development.<sup>51</sup> The elevated artery also divided downtown Boston from the North End and Waterfront neighborhoods in the city. This was not desired and limited their participation in the city's economic development.

As a solution to the congested Central Artery, Fred Salvucci, the Massachusetts Secretary of Transportation envisioned to put the highway underground. The preliminary feasibility study for the plan started as early as 1975 and conceded that the construction of the artery as an elevated expressway along the waterfront was a mistake. The study estimated that the construction period disruption could result in an annual loss of \$6.3 million, or 1.2 % in downtown sales, with repercussions on state sales tax, income tax and corporation tax revenue. The study concluded that supported by good surface design, the plan to depress the artery would eliminate the present visual and space barrier and ensure an active link between downtown and the revitalized waterfront. This would also create better development opportunities in the city, especially for the adjacent and air rights parcels of the artery.<sup>52</sup> The

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<sup>51</sup> **Brooks, Francena Turner**, *Downtown Business Leadership and the Depression of the Central Artery*, Thesis – MS Real Estate, July 1989, p.7

<sup>52</sup> **Boston Redevelopment Authority**, *Central Artery Depression, Preliminary Feasibility Study*, May 1975



project construction was expected to generate 7,700 jobs over the 10-year period and generate in excess of \$4 billion worth of economic benefits.<sup>53</sup>

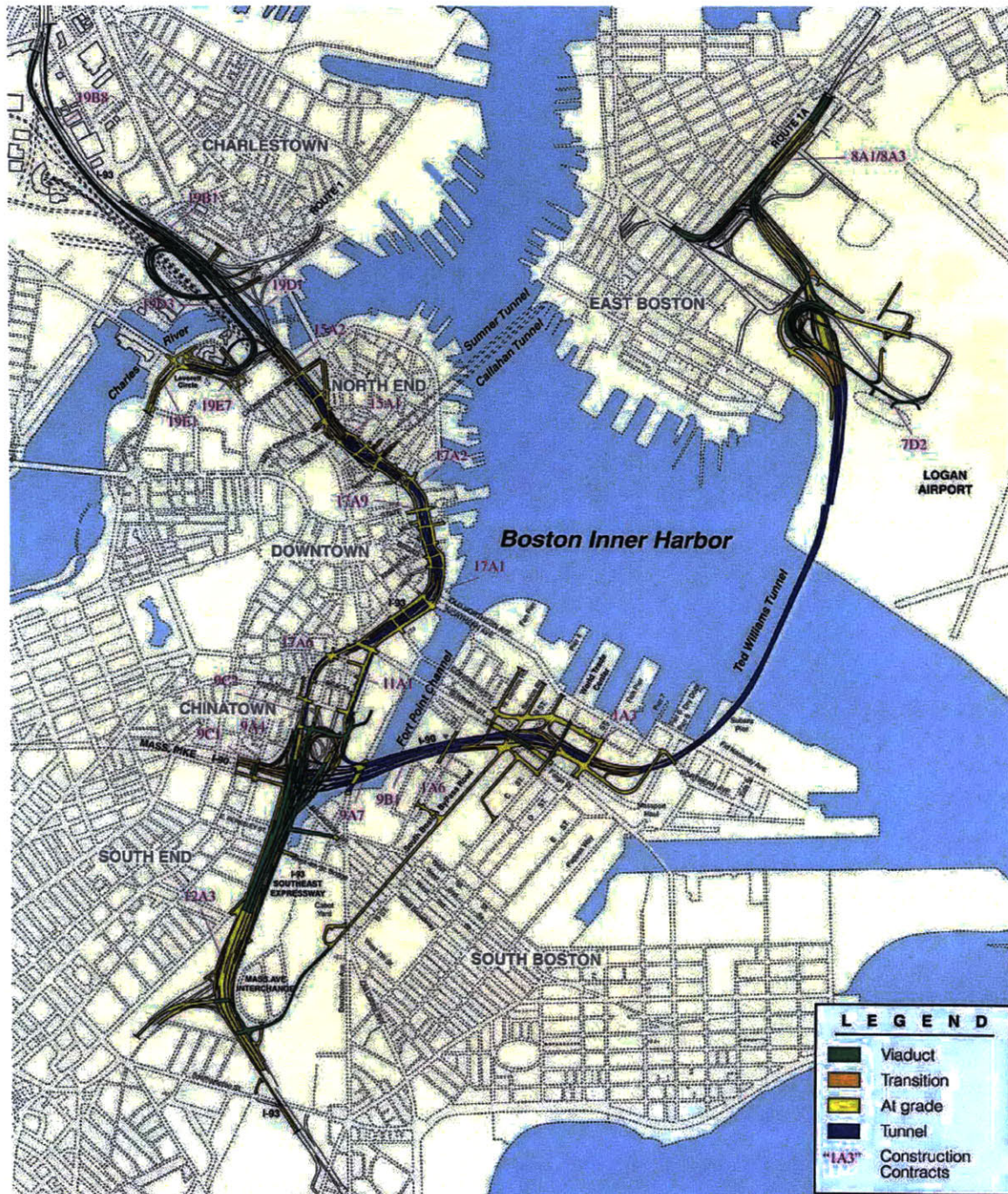


Figure 5: The Central Artery Plan (Source: Massachusetts Turnpike Authority)

<sup>53</sup> Massachusetts Turnpike Authority, *Big Dig – Project Background*, <http://www.masspike.com>

## Artery Business Committee

The Artery Business Committee (or ABC) was formed in 1989. As a response to the fear and prospective opportunity that this large-scale project presented for the city of Boston and its business owners. Norman Leventhal, founder of Beacon properties in Boston, led this organizational effort. Luberoff notes that, *'the shift to detailed planning (of the Artery) concerned Norman Leventhal....., which (Beacon Properties) owned several major projects in downtown Boston, including Rowe's Wharf, a newly opened waterfront hotel and office building that faced the existing elevated artery.'* Sharing this concern, other business owners came together with Norman Leventhal to form ABC, which would be their collective action against the threats that the project posed and also to maximize the advantage that this large planning project could bring to the city and hence, their businesses. One of the primary concerns that the business owners shared was the obstruction of access to their businesses during the construction process. Another similar fear was the effect of the project construction on utilities in and around their businesses.<sup>54</sup> The group also wanted to participate in the decision making for the result of the project and the future of the surface of the artery. It was unanimously agreed that the new plan would have long-term impact on Boston's livability and economic vitality. As a result, ABC was formed to represent the businesses interest in the Central Artery project, to ensure a mutually beneficial result, and to promote the city of Boston as a strong economic base to retain and attract businesses.<sup>55</sup> ABC began as a 20-member group and at present the

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<sup>54</sup> **Luberoff, David**, *Civic Leadership and the Big Dig*, Working Paper 11, Rappaport Institute for Greater Boston, Harvard University, Cambridge, MA, 2004, p.3

<sup>55</sup> Excerpts from ABC's original mission statement:

*We seek to participate in a constructive fashion in the planning, design and construction of the project and to support the vast effort required for its successful completion.*

*.....to inform and interact with the project Team about the needs and interests of the city's businesses.....at each stage of the project.*

*Goals include preserving the economic base of the City of Boston, and communicating a positive perspective on conducting business in the city for the duration of the project.*

membership has grown to over 80 businesses from the Greater Boston area. (See Appendix 6 for the list of current ABC members) The CEO's of the businesses comprise the board of ABC and pay annual membership dues. Amongst ABC's initial initiatives, the organization led a survey amongst its business members to determine their interests and priorities. It also conducted research studies of major transportation projects in cities across the country, like Atlanta, San Francisco, Seattle and Washington, to educate themselves about city planning and its nuances. This established a clear direction for the organization's goals and activities. Throughout the Central Artery project, ABC closely contributed to the planning process and the result of the depression of the artery and the plans for the surface construction.

ABC's process of formation as a response to one particular city planning project makes it unique when compared to other similar organizations such as the Commercial Club in Chicago and Central Houston Inc. in Houston. Instead of beginning with a strategic plan and drafting their own initiatives, ABC's efforts were largely a response to the Central Artery planning process. Led by its mission, ABC transformed itself and innovated new ways to fit best with the city's plans and to maximize its impact on the process.

### **Central Artery Planning Process**

The Central Artery Planning process spanned a period of over thirty years, had multiple stakeholders and was so critical to the city's future that most of the time, it was a battle between varied political constituencies, planning interests and community aspirations. The project lacked a well-established leadership and was a victim to several delays and unexpected financial needs. The plan that began with the grand vision of easing congestion, re-knitting the urban fabric, and improving the quality of life in Boston, lost some of its



splendor along the way and towards the end became all about completing the job on time and budget. The long history of this planning process exhibits fine examples of collaboration and efforts to bring together multiple interests towards the benefit of the city. The other interests that played an important role were that of the urban designers, businesses, and environmentalists. ABC represented the interests of businesses and is one of the few organizations that have remained through the history of the project and changes in the political and administrative leadership.

#### *Envisioning the Plan and the early initiatives*

The planning process for the depression of the Artery began in 1975, with a feasibility study. This was followed by the Environmental Process that began in 1982. In 1985, the first Environmental Impact Study draft proposed an air rights plan containing 2.75 million square feet in buildings, which were 5 to 12 stories and 3 acres as designated open space. The City responded to this plan by creating a Downtown Interim Zoning regulation for the air rights that required at least half of the area to be preserved as open space. In January 1991, the Final Supplemental Environmental Impact Statement was put forward and subsequently the State Secretary of Environmental Affairs approved the downtown construction of the project. The report documented the major perceived environmental benefits of the project due to increased safety, improved transportation, air-quality, economic development, energy conservation, urban design, and increased parklands in the city. The report estimated an addition of over \$50 million worth retail sales due to decreased congestion in Boston. It also estimated that there would be an additional 16% increase in visitor population to Boston resulting in \$40 million direct expenditure from the tourism industry. The approval though

was contingent on several policies, which included encouraging the public use of the waterfront and enhancement of parklands and recreation areas.<sup>56</sup>

In the anticipation of the surface reconstruction of the Central Artery, the Boston Society of Architects (BSA) published a planning study in 1988. The report represented the view of Boston's design community, which perceived this as an opportunity to correct the highway and urban renewal mistakes of the past, to re-knit the urban fabric to connect downtown to the waterfront and to redevelop the twenty-two acres of downtown land. The plan envisioned the reconstruction of urban fabric on top of the central artery with low and moderately sized buildings that were compatible in use and size with the adjoining districts along the corridor. The open spaces were designed as small and well-defined parks and plazas on key nodes along the pedestrian pathways maintaining the key views. The plan advocated for active ground floor retail, dining and cultural uses surrounding the parks and open spaces.<sup>57</sup> This plan set forth the first comprehensive vision for the surface of the artery, which was viewed by all stakeholders as an unparalleled opportunity to build Boston's future. In 1989, the Boston Redevelopment Authority hired Ricardo Bofill and Alex Krieger to prepare plans for the Central Artery. Bofill proposed boulevards and a sequence of monumental public spaces and buildings along the corridor. Krieger's plan on the other hand proposed new buildings with separate north-south avenues and a series of neighborhood focal parks. It was the general opinion amongst designers that more buildings along the artery surface would benefit the urban form of Boston's downtown. The Artery Business Committee, which was being organized around this time, backed the designers view

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<sup>56</sup> **Massachusetts Department of Public Works**, *Final Supplemental Environmental Impact Statement*, Central Artery/ Third Harbor Tunnel Project, January 1991

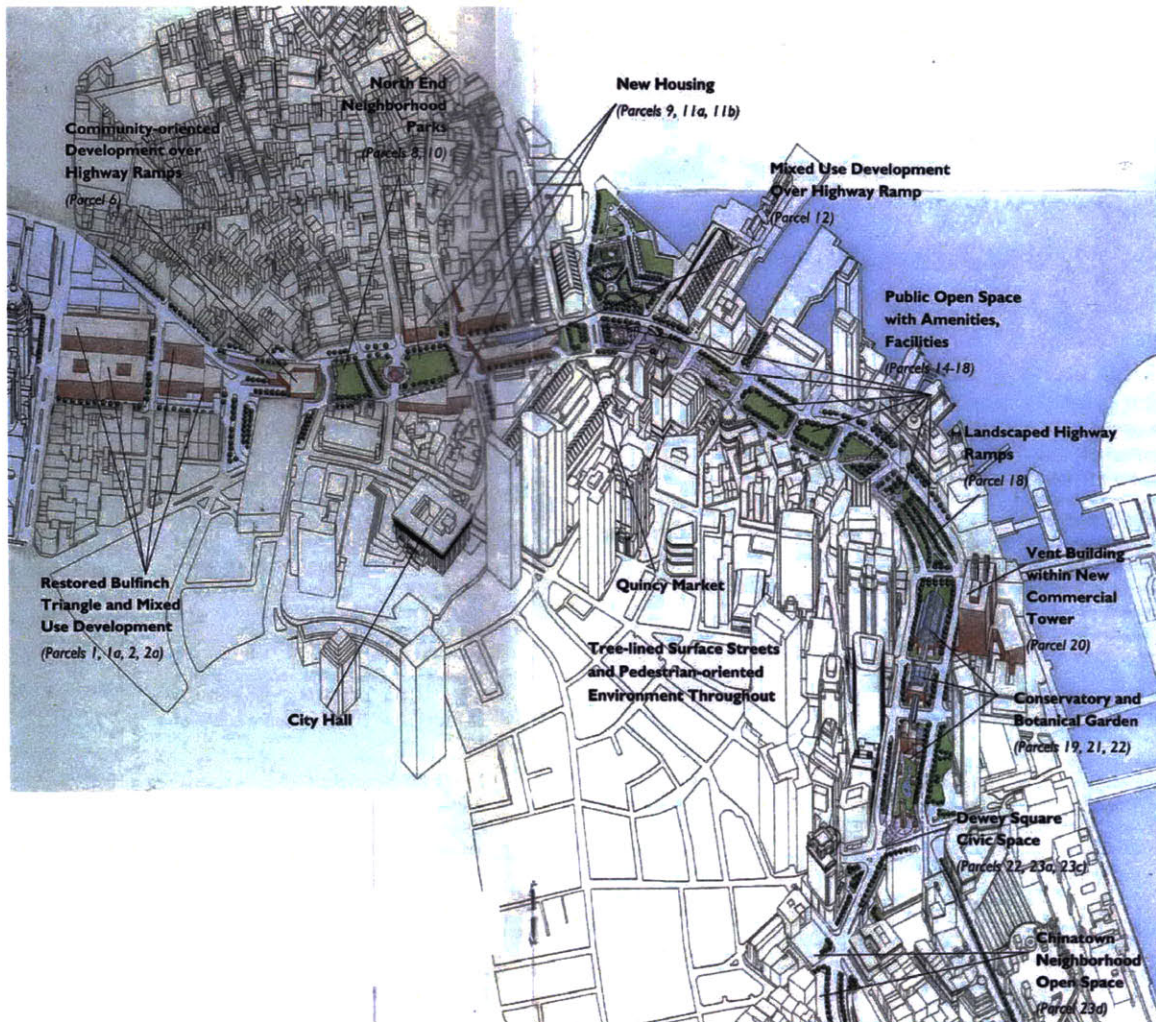
<sup>57</sup> **Boston Society of Architects**, *Plan for the Central Artery*, Central Artery Task Force, September 1988

for the artery surface. It advocated more built form along the corridor as the highest and best use for the prime land that was being created in Boston's congested downtown.

Contrary to these aspirations, in 1991, the city of Boston adopted the Boston 2000 plan, which determined the land use and urban design guidelines for the land above the proposed Central Artery. The plan furthered the long term planning objectives of Mayor Raymond L. Flynn that encouraged the redirection of new development away from the financial district, preservation of historic streets, buildings and neighborhoods, and promoted downtown housing development. With the aim to win its environmental approval, the plan required the surface of the artery to be rebuilt with 75% open space. The resulting 'Boulevard Plan' proposed the creation of a system of downtown parks, gardens, and other public amenities for the 30-acre stretch of land that would be as significant to the city as Olmsted's Emerald Necklace and the Charles River Esplanade. The plan envisioned that the expansion of the public realm would enhance the environmental quality in downtown Boston and promote it as an international center for business and tourism.<sup>58</sup> The State Secretary of Environmental Affairs accepted the Boston 2000 plan for its open space criteria. The plan also accepted up to 1.5 million square feet of new commercial, residential and civic uses on the development parcels. Following this plan for the surface, the construction on the downtown corridor commenced in 1992.

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<sup>58</sup> **Boston Redevelopment Authority**, *Boston 2000 – A Plan for the Central Artery*, Progress Report, 1991



**Figure 6: The Boston 2000 Plan showing the 75% open space**

*(Source: Boston Redevelopment Authority)*

### *The Construction & Review Process*

Amidst the conception and initial planning for the Central Artery tunnel and its surface, in 1989 the Artery Business Committee was formed. ABC and its staff strategically formed sub-committees to address its mission to protect downtown businesses from the possible impacts of the artery construction, such as utility relocation and traffic congestion, and to avoid delays that would prolong the construction and hence the disorder it brought with it. The resulting sub-committees focused on design, operation and marketing and recruited

professionals skilled in construction, design, permitting, and public relations.<sup>59</sup> The Operations committee was responsible for utility relocation, construction review, and transportation management. The committee devised a unique review practice, which resulted in periodic mitigation ‘report cards’ that evaluated the construction process and suggested changes. Along with the construction review, the ‘report cards’ assessed the supporting measures that kept the city functioning through the project construction.<sup>60</sup> ABC’s construction mitigation efforts also ensured that the access to downtown and its businesses was always open and available. In one case, ABC was successful in reinstating the plan for an on-ramp at Traverse Street near North Station and the Fleet Center. The state planners had eliminated the ramp in the hope of expediting the environmental review process. In another case, ABC was successful in getting the state to build a temporary ramp near Haymarket. This ensured undisrupted access to downtown, but also added greatly to the construction cost of the project. Thus, even though most people agree that ABC’s construction reviews were a very effective way of ensuring quality construction and access to downtown, there is also the opinion that it led to several delays and added to the costs of the project.

Construction Mitigation & Review ‘Report Cards’:	
1.	Effective traffic and pedestrian signage around worksites.
2.	Improved pavement surfaces and pedestrian access.
3.	Successful abutter and public outreach process in advance of construction activities.
4.	Controlled noise and vibration levels.
5.	Improved traffic flow around work areas along the corridor.

**Table 4: Key Elements of ABC’s Construction reviews** (Source: Artery Business Committee)

<sup>59</sup> **Luberoff, David**, *Civic Leadership and the Big Dig*, Working Paper 11, Rappaport Institute for Greater Boston, Harvard University, Cambridge, MA, 2004, p.8

<sup>60</sup> ABC Report, Winter/ Spring 2000, Artery Business Committee, Boston, MA

Along with the construction review, ABC formed the Design review committee to advise the Secretary of Transportation on all issues regarding the quality of the urban and architectural design of the project. The committee's scope was to review the design for all phases of the project, monitor architectural and landscape elements and evaluate them against the established design intent, and subsequently, to suggest the necessary changes to the work program and provide other design alternatives. The design review committee reports identified key areas of concern in the design of the elements of the artery project and put forward recommendations for the same.<sup>61</sup> The issues in review included the debate on the surface restoration of the artery and the 75-25 accepted rule for open space creation. The committee also reviewed individual elements of design such as the Vent building design for the artery.

Key topics for consideration by the Design Review Committee:	
1.	Highway elements, Vent buildings and Portals
2.	Landscape concepts
3.	Surface restoration of the Central Artery
4.	Signage, Trees and Utilities
5.	Charles River open space
6.	Public art
7.	Urban design guidelines for the Central Artery surface area
8.	Value engineering

**Table 5: Key Elements of ABC's Design reviews** *(Source: Author)*

<sup>61</sup> Artery Business Committee, Design review Committee Report to Secretary Taylor, February 7, 1992

ABC played a leading role in organizing the State's Bridge Design Review Committee. ABC assisted in appointing the head for the committee and two ABC members represented its interests in the design process. This committee reviewed the designs for the Charles River crossing and suggested new plans for the same. ABC was firm in its objective to get a well-designed bridge for Boston and was successful in advocating for the present beautiful cable-stay bridge.

With the construction and design review initiatives, ABC took it upon themselves to support the public planning process, but at the same time advocate for improvements in the plan to ensure a result that would compliment Boston and further its economic success. Along with organizing its supporting review committees, ABC also strived to directly participate in the public planning process. It was very pro-collaboration, to form multidisciplinary groups to debate and produce new plans and suggest changes to improve the established plan for the Central Artery.

1975	<b>Preliminary feasibility study</b> for the plan to depress the artery
1982	Environmental Process begins
1985	<b>First Final Environmental Impact Statement Report (FEIS/R)</b> is approved. <b>Downtown Interim Zoning regulation</b> by the city for the air rights requiring half of the surface area to be preserved as open space
1988	The <b>Boston Society of Architects (BSA)</b> published a planning study. Joint development <b>Land Use and Transportation Working Group</b> is formed.
1989	BRA hires <b>Ricardo Bofill and Alex Krieger</b> to prepare plans for the Central Artery.

1990	<b>Supplemental (FSEIS/R) report</b> for the South Boston Haul/ Bypass approved
1991	<b>Final Supplemental Environmental Impact Statement</b> is approved. <b>Boston 2000 plan</b> is adopted determining the land use and urban design guidelines for the Artery surface. <b>The MEPA certificate</b> is issued with a commitment to build 75% of the artery surface as open space. <b>Article 49</b> is adopted as the new zoning plan following the 75-25 plan.
1992	The construction of the downtown corridor begins. MoveMass 2000 and Walk Boston lead the Pedestrian Issues Forum. Massachusetts Highway Department initiate a <b>preliminary design study for the surface</b> of the artery by Carol R. Johnson Associates
1994	<b>Pedestrian Issues Forum</b> publishes the <b>Pedestrian Perspective of the Central Artery</b> . Massachusetts Highway Department publishes their preliminary plan for the surface of the artery.
1995	Mayor Thomas M. Menino convenes the <b>Surface Transportation Action Forum (STAF)</b> , resulting in <b>Consensus Central Area Surface Street Plan</b> .
1996	Mayor Thomas Menino and James Kerasiotes, then Secretary at Massachusetts Highway Department form <b>Boston 2000 Working Group</b> .
1997	<b>Massachusetts Turnpike Authority</b> takes over the project from the Massachusetts Highway Department.
1998	Boston 2000 Working Group produces its report called <b>Towards Boston 2000</b>
1999	Massachusetts Turnpike Authority convenes the <b>Corridor Master Plan Steering Committee</b> Mayor Menino forms the Mayor's Central Artery Completion Task Force
2000	MTA announced its consultants for the surface master plan.

**Table 6: Timeline of the Central Artery Planning Process** (Source: Author)

### *Planning the Details*

In 1992, two special interest non-profit groups, Move Massachusetts 2000 and Walk Boston led a collaborative effort called the Pedestrian Issues Forum to design people friendly surface



arteries. The forum held over fourteen meetings, which were co-chaired by Ken Kruckemeyer, an urban planner representing Walk Boston. In 1994, the forum published its findings and proposals as the *Pedestrian Perspective of the Central Artery*. The publication proposed that the original ten travel lane plan for the surface roadways ought to be reduced to six lanes, and that the surface must incorporate wider sidewalks (15'7" including trees).<sup>62</sup>

In 1992, the Massachusetts Highway Department initiated a preliminary design study for the surface of the artery by Carol R. Johnson Associates. This plan was released in 1994 for public and private participation and review. On May 31, 1995 Mayor Thomas M. Menino convened the Surface Transportation Action Forum (STAF) to review and refine this plan. STAF was an appointed public-private working group. The STAF process was a collaborative effort of the City of Boston, the Massachusetts Highway Department, and interested environmental, business and neighborhood groups. The Artery Business Committee seized this opportunity to make its voice heard. It participated actively in this effort and represented the business's interests in the project. The resulting new Consensus Central Area Surface Street Plan or the Consensus Plan was adopted by the city of Boston in December 1995. The plan determined critical details of the proposed surface streets such as street curb lines, roadway and sidewalk widths, and intersections design and ramp geometries.<sup>63</sup>

Following the efforts of the STAF working group, in 1996, Mayor Thomas Menino and James Kerasiotes, then Secretary at Massachusetts Highway Department convened the Boston 2000 Working Group, to develop an implementation strategy for the Boston 2000

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<sup>62</sup> Interview with Ann Hirshfang from Walk Boston, April 15, 2005

<sup>63</sup> **Surface Transportation Action Group**, *Central Area Surface Street Consensus Plan*, December 1995

plan and update the plan on any changed conditions since 1991. The group represented the interests of residents, merchants, organizations, institutions, agencies, and businesses. As a sign of ABC's increasing political connections and its effectiveness in supporting the Central Artery planning process, the Mayor appointed Richard Dimino, executive director of Artery Business Committee (ABC) as the co-chair of the working group. The group organized itself into three distinct task forces – Disposition and Open Space Management, Development and Finance, and Land Use and Urban Design, and collaborated with experts in related professional practices. In 1998, the planning effort resulted in a report called *Towards Boston 2000*, which was seen as 'a prelude to and not a substitute for a specific parcel design process'. The most important contribution of this report was that along with design, for the first time the plan addressed issues of implementation such as feasibility, financing, ownership and management. Under ABC's leadership, the plan proposed the creation of a new participatory organization to plan, design, develop and manage the artery surface corridor. The new organization would be funded through public and private sources and compose of representatives from the state, city of Boston, and the residents, businesses and other communities of interest along the corridor and in the city. The plan supported the Boston 2000 plan, but encouraged an integrated system of commercial and civic spaces in the design for the surface.<sup>64</sup>

In 1997 the responsibility to build the Central Artery project was passed from the Massachusetts Highway Department to the Massachusetts Turnpike Authority (or MTA). In 1999, MTA convened the Corridor Master Plan Steering Committee to interview and hire a master planner for the greenway project. ABC saw this as another opportunity to be

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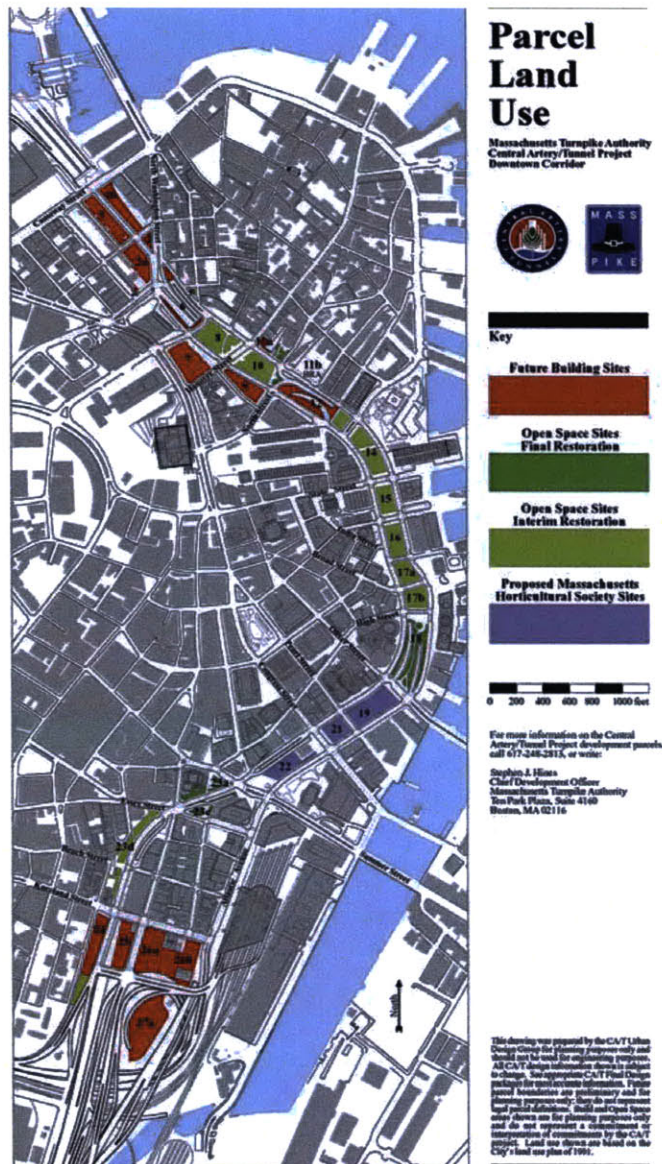
<sup>64</sup> **Boston 2000 Working Group**, *Towards Boston 2000 – Realizing the Vision*, A feasibility Analysis and Recommendations for Implementation, January 1998

involved in the public planning process and affect the outcome of the Central Artery project. It joined representatives from MTA, City of Boston and other Environmental groups to form the committee.<sup>65</sup> In 1999, Boston's Mayor Menino funded and formed the Mayor's Central Artery Completion Task Force. Under the leadership of the Mayor's Chief of Staff James Rooney, the task force was previously co-chaired by Mark Maloney, Director of BRA and more recently by Robert Tuchmann from the Environmental Oversight Committee. The taskforce comprised of people appointed by the mayor, and included representatives from interest groups and the abutting neighborhood communities. Recognizing this as another collaborative opportunity, ABC participated actively with this group. The task force was set up as a Community Advisory Committee, and provided a forum for people to get together and review the plans and the on-going construction of the central artery project. The group endeavored to involve a larger Boston community, while organizing the adjoining neighborhoods to work with the MTA designers to design the greenway parks. The group also took over the responsibility and proposed several legislations to create a governance structure for the greenway.<sup>66</sup>

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<sup>65</sup> **Thomas C. Palmer**, *Planner to Eye Space Created by Artery Work*, The Boston Globe, October 7, 2000

<sup>66</sup> Interview with Robert Tuchmann from the Mayor's Completion Taskforce, April 28, 2005



**Figure 7: Land Use plan for the surface of the Central Artery**

(Source: Boston Redevelopment Authority)

### *The Struggle for the Final Design*

In 1998, ABC organized three internal 'Working Groups' to accommodate ABC's design interests in the development of the surface of the artery. These Working Groups represented Dewey Square, the Waterfront/ or Financial District, and the North Area. The groups collaborated with the Central Artery staff, attended community meetings, and met with

consulting architects and designers to study in detail and make specific design and program recommendations for the project. They also hired their own consultants and conducted design studies for these areas. The North Area Working Group grew on to collaborate with the Downtown North Association and Move Massachusetts. Together the group launched the North Area Planning Initiative to articulate a coherent vision, preserve district character, improve traffic patterns, and develop design and development guidelines.<sup>67</sup> In 1999, the Waterfront/ Financial District working group organized to publish five key principals for the design and programming of this part of the city (from parcels 12 through 18). The principals supported the vision to tie the city fabric and create a vibrant public realm along the new parks and the waterfront.<sup>68</sup>

ABC's working groups were organized as a precursor to the master planning effort by the MTA. It was ABC's hope that these studies representing the interests of the business community would be included in the final plan and the result of the planning process. In the year 2000, MTA announced SMWM, a San Francisco firm as their urban design consultant with the Halvorson Co. and The Cecil group as Landscape Architecture consultants.<sup>69</sup> They were responsible for generating a detailed master plan for the greenway and ensuring due community participation in the design process.<sup>70</sup> The public process involved corridor wide public meetings, as well as individual district meetings in collaboration with the Mayor's Artery Completion Taskforce. The plan was intended for effective implementation and was

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<sup>67</sup> ABC Report, Fall 2001, Artery Business Committee, Boston, MA

<sup>68</sup> Waterfront/ Financial District Working Group, The Wharf District: Five Principles for Design and Programming, Artery Business Committee, 1999

<sup>69</sup> **Anthony Flint**, *Officials Name Artery Surface Planner*, The Boston Globe, February 3, 2000

<sup>70</sup> Quoting James J. Kerasiotes, Chairman of MTA, "*They will find out what people like and what they don't like, and by the end of the year we'll have some designs and drawings that go beyond the benches, lighting, and the brick walkways we now have*"

**Anthony Flint**, *Officials Name Artery Surface Planner*, The Boston Globe, February 3, 2000

also planned to be a guide for long term maintenance planning. The plan followed the official regulatory and policy decisions set in the Boston 2000 plan, Article 49 of the Boston Zoning Code, and the commitments under State and Federal environmental law. The result was an urban design and landscape framework master plan, which included a corridor wide program with consideration to specific design components for parcels zoned for open space and buildings. The overall principal of the plan was to create a common ground for all, which was accessible to all and enhanced the quality of life in the city.<sup>71</sup>

To further influence the master planning effort, in 2001, ABC published a report on new proposed parks on the artery surface at the Wharf Harbor district. This report was named, Harbor Gardens: Creating Common Ground. Prepared by professional urban design consultants, the report was based on interviews with local leaders of cultural institutions as well as case studies and the proposed master plan and its guidelines. The publication provided a rationale for creating cultural resources along the greenway as a way to support public activity in the parks all year round. As a key element of the proposal, the plan proposed cultural institutions and recreational facilities on parcels in the Wharf District (14, 15, 17 and 18). In May 2003, ABC published a second volume to the report, which consisted of feasibility studies and technical details for the proposed cultural proposals for the Harbor parks.<sup>72</sup> In 2003, ABC formed the Wharf District Task Force and released a report that set forth recommendations and guidelines for the forthcoming urban design in the district. These recommendations were based on the diverse interests of abutters to the Wharf

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<sup>71</sup> Massachusetts Turnpike Authority, *Boston Central Artery Corridor Master Plan*, May 2001

<sup>72</sup> Artery Business Committee, *Harbor Gardens: Creating Common Ground*, Volume 2, May 2003

District parks.<sup>73</sup> ABC's special focus and attention to the Wharf District followed the interests of the majority of its members who owned most of the land and property along the Central Artery in this physical area. In the Wharf District, ABC also lobbied for more cultural use on the artery surface. Following their efforts, the state converted parcel 18 from a park to a cultural facility use. This parcel is located in the foreground of Rowes wharf, which is owned by Norman Leventhal, the founder of ABC. This development, which was eagerly received by ABC, was a sign of conflict within ABC's mission to promote the interest of its members and that of the city as a whole. Even though the cultural use may benefit Boston and the public space of the greenway, the obvious benefit to ABC's members raise doubts about its intentions and the organization's freedom to follow its mission to benefit the city of Boston.

In 2003, ABC embarked on an initiative called the 'Edge study' of the Wharf District and the Chinatown/ Leather District areas. The study was conducted in coordination with MTA and BRA, and was in part funded by the Boston Foundation. The study was meant to be a physical and programming exploration of the existing buildings and sidewalk edges and its interaction with the newly created greenway. The study identified key locations and elements for improvement to enhance the public space created by the artery project. The study was meant to supplement the final designs for the park parcels by MTA and its consultants.<sup>74</sup>

To ABC's dismay, the Edge Study in the Chinatown/ Leather District area was met with much opposition in the community. The issue of disagreement was that the proposed plan

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<sup>73</sup> Wharf District Task Force, Program and Design Guidelines for the Wharf District Parks, Sasaki Associates, September 2003

<sup>74</sup> ABC Report, Spring 2003 – 2004, Artery Business Committee, Boston, MA

openly benefited Ronald Drucker, an ABC member and the owner of most of the property abutting the parkway in the area. This speculation by the community was also supported by rumors that Drucker had plans to buy more property along the park area. The community leaders perceived the study as a design of the forecourt to Drucker's properties. They commented that the study lacked the inclusion of the native business owners in Chinatown and did not reflect any cultural elements that would be appropriate with the area.<sup>75</sup> This incidence has resulted in mistrust among the neighborhood communities regarding ABC's aims and initiatives regarding the Central Artery.

Thus, even though ABC began with its civic mission to bring the best result of the Central Artery project to Boston, it seems to have wandered from the correct path. The problem may be ABC's belief that 'often what was good for their businesses was good for the city as a whole'.<sup>76</sup> This notion has led to the several conflicts between ABC and the interest of other stakeholders in Boston, especially in the later stages of the planning process, when ABC's actions regarding the future of the surface of the artery supported the short-term gains of its members. ABC must re-evaluate its mission and prioritize its interest in the city by considering that 'what is good for the city is good for its business environment in the long run'.

<i>1989 - 1994</i>	<b>PHASE I</b> Construction Mitigation & Review
	<ul style="list-style-type: none"> <li>▪ Survey to determine member concerns and priorities</li> <li>▪ Local Case Studies: Southwest Corridor Project, Red Line Northwest, Post Office Square park and garage</li> <li>▪ Design review on location of ramps and street design issues</li> <li>▪ Report Card concept for evaluation construction management</li> </ul>

<sup>75</sup> Interview with David Seely, Leather District Community representative, April 18, 2005

<sup>76</sup> Interview with Tom Nally, Planning Director, ABC, April 21, 2005



	<ul style="list-style-type: none"> <li>▪ March 1993, established ABC Traffic Management Committee</li> </ul>
<i>1994 - Present</i>	<b>PHASE II</b> <b>Design of the Artery Surface</b>
	<ul style="list-style-type: none"> <li>▪ 1995, STAF design process</li> <li>▪ 1997, Boston 2000 Implementation Plan</li> <li>▪ 1997, ABC Awards program</li> <li>▪ 1998, Design Working groups in Dewey Square, North Area, and Waterfront.</li> <li>▪ 1999, Wharf District Principles for design and programming</li> <li>▪ 2001, ABC Awards program</li> <li>▪ 2001, Study to create cultural resources along the Wharf District – Harbor Gardens – Creating Common Ground</li> <li>▪ 2003, Edge Studies for Chinatown and Wharf District</li> <li>▪ 2004, Greenway Governance plan</li> </ul>

**Table 7: Timeline of ABC led initiatives in the Central Artery Planning Process**

*(Source: Author)*

## **ABC'S Impact on the Central Artery Project**

### *Political Negotiations & the Survival of the Project*

According to Fred Salvucci, the visionary of the Central Artery project, the most important contribution that ABC made towards the success of the project was to consolidate the support of the city's businesses in its early planning stages. He recalls that the support by the business community made it easier to win approval from other interest groups in the city.<sup>77</sup>

In another significant contribution, ABC ensured the survival of the project through the change in administration in 1990s. Following the prospect of change in political leadership, ABC was concerned for the continuation of the project in the new governance. As its primary effort, it organized small meetings with the major candidates to inform them about the economic and transportation benefits of the Artery, and to ensure their support for the project if they were to win the elections. Another effective initiative by ABC was to organize

<sup>77</sup> Interview with Fred Salvucci, MIT, April 7, 2005

a fundraiser for US House Speaker Thomas Foley, who publicly expressed support for the project.<sup>78</sup> Through the use of its political power and financial strength, ABC single-handedly ensured the project implementation after a period of serious political uncertainty.

### *Advocates for Good Urban Design*

Throughout the history of the Central Artery planning process, ABC has more or less supported the design critics and has hired experts to determine good urban design solutions at each stage of the process. In the early planning phase, ABC identified design as an issue of prime concern to the success of the project. They appointed William Porter, from MIT to chair the design review committee that was responsible to make recommendations towards the 'quality of architectural design'. ABC also used this committee as a vehicle to explore its interests in the surface restoration plans after the artery was buried.

The design community itself was very critical to the established 75-25 rule for the artery surface. The 1988 BSA plan had buildings on all the surface parcels, which were only punctuated with smaller parks at key locations. Peter Edwards, an architect supported more buildings on the surface at a public meeting and said that he would flip the 75-25 ratio of open space to development.<sup>79</sup> Alex Krieger, an urban designer has been a proponent for a 50-50 ratio instead. With Boston's City Hall plaza as an example, he warns that the 30-acre artery surface might turn into a little used parkway. He proclaimed, "In a city, there can be

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<sup>78</sup> **Luberoff, David**, *Civic Leadership and the Big Dig*, Working Paper 11, Rappaport Institute for Greater Boston, Harvard University, Cambridge, MA, 2004, p.14-15

<sup>79</sup> Quoting Peter Edwards, "I would encourage us to look over the long horizon of time. We have to get rid of the Central Artery, not celebrate it."

**Palmer, Thomas C.**, *Big Dig Park Plans Backed*, November 24, 2000

such a thing as too much open space.”<sup>80</sup> ABC strongly supported the opinions of the design community and publicly advocated for more buildings on the surface as the highest and best use for the land. But unfortunately, due to the legal bindings of the rule and the pressure from environmental groups, ABC could not steer any change in the open space ruling. More recently, ABC got together with the design community to debate the nature of open space on the artery surface. Together they are advocating for design elements that encourage public use of the greenway. ABC is supporting more buildings on the greenway, such that more man made buildings are integrated with natural features in the open space. Richard Dimino, president of ABC sought legal assistance to put forward the meaning of open space as open to public and not open to air.<sup>81</sup> ABC’s campaign for public vs. open space was far-reaching. The Boston Globe noted that in some places along the greenway, the parks may end up being as much of a barrier as the elevated highway, “The fear is that we are replacing the scar of the Artery with the scar of an empty no man’s land in the middle of the city.”<sup>82</sup> As a result of this campaign and public advocacy, ABC was successful in getting parcel 18, an open space parcel in the Wharf District to be converted to a cultural use.

In another case, ABC was one of the strongest proponents for a superior design and iconic bridge across the Charles River. Through their advocacy and political lobbying, they were successful in getting the present bridge design approved and built for the city. ABC also actively participated in collaborative planning efforts by the city, state and other interest groups. With ABC’s participation, these groups explored detail design issues such as the

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<sup>80</sup> **LeBlanc, Steve**, *Planners Debate What to Put on Top of the Big Dig*, Associated Press, October 12, 2000

<sup>81</sup> **Editorial**, *27 Acres: Defining Open*, The Boston Globe, September 29, 2000

<sup>82</sup> **Flint, Anthony, and Thomas C. palmer**, *Artery Parks May be Problem: Planners Seeking Open Space Debate*, The Boston Globe, December 20, 1999

**Bailey, Steve**, *Promises were Made*, The Boston Globe, September 22, 2000

planning of surface roadways, pedestrian movement and implementation strategies. As another success story, most of these recommendations were used to enrich the artery and its surface design.

Towards the later years in the planning process, ABC became very active in conducting its own design studies for the surface restoration of the artery. They hired consultants to explore design challenges and envision the future of the surface, before MTA, the responsible authority went into its master planning phase. Beginning with organizing working groups to debate the design, ABC went onto extensive master planning exercises for areas of the Central Artery. In a way, ABC voluntarily conducted a lot of background research for the final master plan. Amongst the important contribution, ABC established the need to concurrently plan for the edges of the artery surface and its surrounding neighborhoods. ABC's studies also put forward the need to study the relationship between the new artery surface with the waterfront and downtown. Even though, ABC's plans were not taken up for implementation, they informed the final master plan and have spurred new planning efforts, such as the 'Crossroads Initiative' by the city.

### *Management of Parks*

Following the master planning exercise, which resulted in 30-acres of parkways on the surface of the artery, a bigger problem that needed attention was the future of these parks and their effective management. ABC was one of the first organizations to recognize this concern. They claimed that a huge amount of planning and resources would be required to maintain these extensive parkways in their pristine state, as imagined by the designers. They also claimed that such effective management was necessary to improve the quality of life in

Boston and to spur future development in the city. ABC recognized this issue, as early as 1998, when under its leadership, the Boston 2000 working group estimated the maintenance costs for the parks and suggested a responsible maintenance strategy. The group recommended that an overall structure of governance should be established in partnership between the public and the private sectors.<sup>83</sup> They also suggested that this body should be formed pre-development of the surface. But, unfortunately due to the lack in political leadership, the recommendations were not put into action.

The debate re-surfaced again closer to the end of the process, when the city proposed a public trust to govern the artery greenway. BRA director, Mark Maloney remarked that there were two aspects to the trust, governance and funding. He also re-affirmed that without funding, the city would not have good parks.<sup>84</sup> ABC did not openly support the trust and instead advocated for a 'Friends' model of public-private partnerships, where the group would collect specifically earmarked donations for specific design features.<sup>85</sup> This would allow the business donors to have greater control on the design and management of the parks.

These plans though were rejected and in 2004, the city and state formed the Rose Fitzgerald Kennedy Conservancy Inc. The conservancy would have a 10-person board and would be responsible for raising \$20 million endowment to fund the future maintenance of the greenway. Among, the 10 appointed board members; three are members of ABC including Peter Mead who is the chairman of the conservancy. This puts ABC is a very strategic

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<sup>83</sup> **Boston 2000 Working Group**, *Towards Boston 2000 – Realizing the Vision*, A feasibility Analysis and Recommendations for Implementation, January 1998

<sup>84</sup> **Palmer, Thomas C.**, *Turf Battles*, The Boston Globe, September 21, 2002

<sup>85</sup> Interview with Tom Nally, Planning Director, Artery Business Committee, April 21, 2005

position to influence the development of the artery greenway. ABC also hopes to be a part of the advisory sub-committee that may be organized in the process.<sup>86</sup>

The long history of ABC's participation in the Central Artery process offers an interesting range of initiatives towards safeguarding its member's interests and at the same time furthering that of the city. ABC began as a group of business owners with little or no experience in city planning. Over the years, it hired several top consultants and learnt its way through advocacy for superior design, construction and management needs. At present, with the Central Artery project almost complete, ABC has the great potential and challenge of continuing as the city's leading civic organization. The group has the opportunity to learn from its almost twenty years of experience and identify its successes and areas for improvement. ABC can also learn from the study of other effective business-backed organizations such as the previously documented Commercial Club of Chicago and Central Houston Inc. This process of pause and reflection can offer valuable recommendations for ABC's future transformation and success as a civic organization.

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<sup>86</sup> Interview with Tom Nally, Planning Director, ABC, April 21, 2005

## Chapter V

### **Conclusions & Recommendations**

The study of the three prominent business-backed civic organizations, namely the Commercial Club of Chicago, Central Houston Inc., and the Artery Business Committee, clearly illustrates the interest and relationship between the city's business community and the long-term planning for its future. All three organizations were formed to acknowledge the 'fear or opportunity' that their city's planning posed for the business community. The cases also prove the widely accepted notion that a well-planned city can result in both short and long term gains for the city's businesses. In the short-term, all the three organizations and their members have experienced desirable results of increased mobility, real estate values, and retail sales. In the long run, the organizations have received a greater return of increased livability, quality of life and economic development, directly affecting their member business interests by attracting more business, tourism and skilled workforce to their cities.

The three case examples also put forward a discussion on the effectiveness of business-backed organizations in their mission to participate in and steer long-term planning and development in cities. The Commercial Club of Chicago and Central Houston Inc. are two examples of effective business-led civic groups. As a result of their continued efforts, they now hold a strategic position with tremendous influence in their city's planning. The Commercial Club of Chicago was formed in 1877 and commissioned the first comprehensive plan for Chicago in 1909, which led to the formation of the city's public planning organization. Following their success with the 1909 plan, the Commercial Club has always been ahead of the issues in Chicago's city planning, taking leadership in identifying

issues of concern and designing initiatives to address the same. The group has been characteristically future oriented, with plans and programs to address varied urban demands of transportation, infrastructure, employment and public education. (See Table 2 for a list of Commercial Club's Initiatives) In 1999, they took it upon themselves to envision the future Chicago and clearly identify the needs and demands to secure a better future for the city. Just like the 1909 plan, the resulting 1999 plan, Chicago Metropolis 2020 is a landmark in Chicago's planning history and is widely supported by the city's public planning agencies, special interest groups and the community. It is also been followed as a model for urban strategic plans in several other cities around the country.

The Central Houston Inc. on the other hand is a relatively new organization, formed in 1983. With their continued efforts and characteristic proactive nature, the group has gained a position of leadership in Houston's planning process. In their short history, Central Houston Inc. began with a strategic focus on downtown Houston, but took upon them to indulge in a wide range of issues that impact development in the area. The plans and programs concentrated on issues of master planning, streetscape improvements, mass transit, safety and security, affordable housing, and city marketing. Following their success, the group is now indulging in plans for the larger urban and regional framework. Along with their proactive nature, the group's success can be attributed to their ability to innovate financing mechanisms and collaborative organizational structures to focus on specific issues and areas of concern. Central Houston Inc. is today the parent and in many cases the administrative organization for several development, redevelopment and management civic groups. (See Figure 4 for Central Houston's elaborate organizational structure) Together this network of civic groups and their collective efforts are resulting in success towards achieving Central



Houston's long term vision for the city, as expressed in their strategic plan and Downtown Development Framework, Houston 2025.

The lessons learnt from the Commercial Club of Chicago and Central Houston Inc. lay down a specific set of criteria to judge the effectiveness of ABC and its role in Boston's city planning process. This critical analysis of ABC is a step towards offering recommendations to the organization in its effort to transform to its next phase of participation in Boston's planning. The following analysis and recommendations provide an opportunity for ABC to take a leadership role in planning Boston's future. It is an attempt to put forward educated strategies to enhance ABC's effectiveness and overcome the obvious limitations of funding and resources. Following the criteria laid out by the two case studies, the recommendations are framed as key initiatives that ABC should consider in their process of re-organization to work towards a 'better city' for future Boston.

### **City and Business Interests**

As seen in the case of both the Commercial Club of Chicago and Central Houston Inc., in order to ensure success in its mission, it is pertinent for a business-backed organization to resolve issues of conflict that may arise between the public interests of the city and the private interests of its members. As a principle, both the Commercial Club and Central Houston were found to uphold the city's long-term interests over their business member's short-term gains. This lent clarity to their mission of working towards a 'better city'. This attitude also gained the groups legitimacy in the city's planning process and trust amongst its stakeholders, which is in turn an important factor towards their holding a position of leadership in the city's planning processes.

In the case of ABC, this factor of conflict between the city and the business interests has been an issue of concern within the group and amongst the stakeholders in the city. ABC being a relatively young organization, on several occasions was found to be uncertain about its strategy and inadvertently supported its member's interests as its prime objective. It was ABC's belief that 'often what was good for their businesses was good for the city as a whole'.<sup>87</sup> This was specifically true in the Chinatown/ Leather District Edge Study, where an ABC led planning effort was ill received amongst the community and was viewed an attempt to enhance its member's interest in the development of the area. The conversion of parcel 18, from open space to a cultural use was also viewed with suspicion, as it was a result of ABC's advocacy and was directly enhancing the value of the neighboring properties, majority of which were owned by ABC's founder Norman Leventhal. Following these incidents, ABC was often viewed as a supporter of their member's individual interests, using the organization and its political connections as a means to further the same. This has led to distrust, especially among community groups that overshadow ABC's agenda to collaborate and to further a plan for an improved and competitive Boston.

The goal to avoid situations of obvious conflict between the city and business interests is probably the most difficult for a business organization to achieve. For ABC, the first step in this direction should be a clear understanding and marketing of their mission to benefit the city (and not only its business members), to its current and prospective members. Once this clarity in its mission is established, ABC must take steps to make itself reasonably independent from the resources that an individual business member brings to the group. A

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<sup>87</sup> Interview with Tom Nally, Planning Director, ABC, April 21, 2005

powerful way to achieve this aim would be to explore means of financial independence, which can be achieved by applying for grants, or as in the case of Central Houston Inc., by exploring innovative public-private partnerships, such as Tax Increment Financing. For ABC, this is a powerful direction to explore, as the city of Boston, with its sophisticated planning environment still lacks any form of public-private partnership organization. Being a 'first' would also directly help ABC in gaining leadership in Boston's civic arena. Another important strategy (discussed below) to gain independence from its individual business members is to allow diversity in its membership structure.

### **Diverse Membership Structure**

The issues of city and business interests and diversity in membership are closely linked as both address the larger issue of gaining trust and legitimacy in the city planning process. Diversity in membership is a strategy for business led organizations to adhere to their mission and uphold the city's interests over the business interests. To elaborate further, diverse members bring their diverse issues to the forefront. Therefore, the organization is no longer only accountable to the business community but to a larger cross-section of the city. This is therefore, a big step towards being truly civic in its mission and actions. Both the Commercial Club of Chicago and Central Houston Inc. seemed to have realized this fact, and thus even though they were formed as primary business advocacy organizations, they expanded their scope and included a wide range of key institutions in their membership structure.

In the case of ABC, the current membership is restricted to the CEO's of participating businesses. During the planning of the Central Artery, this was an issue, especially during

planning studies such as the Edge Study, when smaller abutting business, community and institutional groups felt ignored. This also created an environment of top-down planning, where the rich and more powerful abutting businesses were collectively advocating for their interests in the project outcome. As a recommendation, in its new phase of transformation into a civic organization for Boston, ABC must consider expanding its membership. This will allow them to address the varied issues that affect Boston, and at the same time will help in achieving greater legitimacy and therefore effectiveness in the city planning process. While expanding its membership, ABC must consider including institutions that have a large stake in the city's development and therefore are concerned and will be willing partners in planning for its future. In Boston a few such organizations are the leading educational institutions, such as Boston University, Harvard University and MIT, Health Care Groups such as Charles MGH, Biotechnology research groups, Cultural Institutions, like The New England Aquarium, Museum of Fine Arts, and Massachusetts Convention Center Authority.<sup>88</sup>

### **Strategic Focus**

The discussion on a strategic focus is important, as this may seem to be an alluring direction for a civic organization, owing to its limited resources and due to the constituencies of its members. Facing the same concerns, Central Houston Inc. began as a primarily downtown focused organization. In spite of their geographical focus, the group was always conscious of the wide range of issues that effected planning for Houston. This is also true with the Commercial Club of Chicago. Both the groups understood that to be effective in city planning, they were required to address most of the key issues of concern. Thus, in the case

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<sup>88</sup> ABC is already considering the inclusion of Harvard University and the New England Aquarium to its member list.

of Central Houston, the organization coupled its focus on downtown with the understanding of the larger Houston area and the varied urban issues, establishing a truly civic outlook and position in the city's planning.

As the Central Artery project is nearing completion, ABC is now more than ever faced with limitations of shrinking resources and instability amongst its member commitments. Faced with these challenges, the restructuring ABC would be easily lured towards a more defined agenda, and therefore a geographical or a special interest focus. A geographical focus seems to be the most intuitive, as ABC was formed to participate in the Central Artery project and many will argue that in its next phase of civic participation, it should continue to manage and plan for the resulting corridor or the larger downtown in the city. This could be a valid strategy as long as ABC understands that drawing a definite boundary would be impossible and that the organization will have to be aware and involved in issues that concern the city of Boston as a whole. Just like the Central Houston Inc., a geographically focused ABC must get involved in projects outside its physical area of focus to steer development towards its vision. In comparison, if ABC was to adopt a special interest focus, this can be a grave limitation to its capacity to advocate and drive change in the city. Just like exclusive membership, a special interest focus will retain the present issues of legitimacy, trust and accountability.

The current transformation for ABC is a key opportunity for the organization to become a leader in city planning issues in Boston. After studying the cases in Chicago and Houston, it is my firm understanding that ABC may choose to be geographically focused, but still needs to expand the scope of its thought and action. Following the Central Artery project, it must

continue its strong hold on issues regarding transportation, construction management and urban design. But at the same time, it must expand its scope to include other physical, social and economic issues that need attention and have potential to improve Boston's future. The Boston Foundation led a recent study 'Boston Unbound' to identify the challenges that face Boston in the 21<sup>st</sup> Century. The study names the city's universities and the health care institutions as its biggest assets.<sup>89</sup> Amongst the challenges, it classifies the shortage of skilled labor force, sprawl, high cost of living, and the growing energy demands as the issues of key concern in the city.<sup>90</sup> Add to these the issues of high office vacancy rates, marginal affordable housing, and concerns of sustainability. Together these challenges constitute the range of issues that ABC must be aware and involved in through direct projects, or indirect research and collaborations.

### **Strategic Plan for the city**

To allow for a directed approach of project selection and to utilize their limited resources efficiently, ABC must consider working on a long-term strategic plan for the city of Boston. The Commercial Club began with a strategic plan for Chicago in 1909, and more recently proposed a following strategic plan, Chicago Metropolis envisioning the city in year 2020. On the same track, Central Houston Inc. put forward its 20 year vision for the city in their Downtown Development Framework, Houston 2025. Both the plans take the current city's condition, planning environment and problems in consideration, while envisioning a better future for their cities and projecting the demands that need addressing to achieve the same. The Commercial Club of Chicago has established a new sub-organization to continue the

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<sup>89</sup> It has already been discussed that Boston's key educational and health care institutions must be added to ABC's membership.

<sup>90</sup> Boston Unbound, The Boston Foundation website, <http://www.tbf.org>

intellectual process of the Chicago Metropolis plan and supplement it with more information and support. (See Appendix 3 that outlines the principles of Chicago Metropolis 2020)

This step, especially if taken early in the process can contribute extensively to ABC's mission, its organizational structure and project priorities. A strategic plan will directly contribute to bringing legitimacy to ABC, bringing extreme clarity to its mission and transparency to its advocacy and projects. The long-term plan will also make ABC aware of the diverse set of issues concerning the city, after which it can pick and choose projects based on its expertise and priorities. A strategic plan will put ABC ahead of the issues in Boston, thus lending it a position of leadership in the city. This step will once again make ABC the 'first', as the last strategic plan in Boston was put forward in 1960's. There has been over a 40-year gap, presenting ABC with a unique opportunity to assume the leadership, which is clearly lacking in Boston's city planning today.

### **Proactive Approach to Planning**

Along with a strategic plan, ABC must also be perceptive of the changing political and planning environment in the city. A lesson learnt from the Commercial Club of Chicago and Central Houston Inc. is their proactive approach to planning. Both the organizations assumed responsibility for the better future of their cities, and in their efforts constantly explored issues and projects, as well as ways to innovatively participate and maximize impact. Following this observation, the recommendation to ABC is two-folds. Firstly, it must be always be scanning for issues of concern and projects of importance that need attention and their participation. This would be an on-going intellectual process, which can be achieved through research and collaboration with educational institutions. Secondly, ABC must

explore more sophisticated means of developing public-private partnerships, such as Business Improvement Districts and Tax Increment Financing, to participate in specific city planning projects. In addition, ABC can consider creating entities that take its plans beyond advocacy and actually develop projects. Just as in the case of the Commercial Club and Central Houston, ABC should aim to create a network of organizations that focus on specific projects but as a whole envision and address development for a future 'Better City'.

This study and its observations suggest that ABC needs to innovate their organizational structure and key initiatives in its next phase of participation in city planning in Boston. In a nutshell, ABC must analyze and implement ways to gain more legitimacy and trust amongst the various interest groups in Boston. This strategy would promise more cooperation, collaboration and hence, effectiveness in all its efforts. The prime factor in gaining trust would be to re-assess their mission and strongly focus on the good of the city, before contributing to the good of its members. Once ABC has re-established its organizational structure, the group can look forward and coin some key initiatives that support its mission and once again, promise greater effectiveness. The drafting of a long-term strategic plan for Boston could be a key initiative that would help inform its subsequent role and actions. In addition, ABC should consider expanding its role from planning to implementation and development and its scope to encompass a wider array of issues.

These observations and recommendations have the potential to assist ABC in its course of transformation and in its goal to bring economic success and a competitive edge to Boston.



By promoting a higher quality of life, Boston would attract large numbers of skilled workforce and hence, a greater share of the service based industries. This would complete the circle of business involvement, leading to long term success in city planning, which would finally turn around and benefit the health of Boston's business environment and ABC's members.

## Appendix 1

### List of US Business Backed Organizations

1000 Friends of Minnesota  
St. Paul, MN  
(651) 312-1000  
[www.1000fom.org](http://www.1000fom.org)

Alliance for Regional Stewardship  
Denver, CO  
(303) 477-9443  
[www.regionalstewardship.org](http://www.regionalstewardship.org)

Bay Area Council  
San Francisco, CA  
(415) 981-6600  
[www.bayareacouncil.org](http://www.bayareacouncil.org)

Bay Area Family of Funds  
San Francisco, CA  
(415) 981-6600  
[www.basgf.com](http://www.basgf.com)

Better York / Wolf Organization  
York, PA  
(717) 852-4800

Bluegrass Tomorrow  
Lexington, KY  
(859) 259-9829  
[www.bluegrasstomorrow.org](http://www.bluegrasstomorrow.org)

Chicago Metropolis 2020  
Chicago, IL  
(312) 332-2020  
[www.chicagometropolis2020.org](http://www.chicagometropolis2020.org)

Envision Utah  
Salt Lake City, UT  
(801) 303-1450  
[www.envisionutah.org](http://www.envisionutah.org)

Greater Cleveland Growth  
Association  
Cleveland, OH  
(216) 621-3300

*[www.clevelandgrowth.com](http://www.clevelandgrowth.com)*

Grow Smart Rhode Island  
Providence, RI  
(401) 273-5711  
*[www.growsmartri.com](http://www.growsmartri.com)*

Metro Atlanta Chamber  
of Commerce  
Atlanta, GA  
(404) 880-9000  
*[www.metroatlantachamber.com](http://www.metroatlantachamber.com)*

Sierra Business Council  
Truckee, CA  
(530) 582-4800  
*[www.sbcouncil.org](http://www.sbcouncil.org)*

Silicon Valley  
Manufacturing Group  
San Jose, CA  
(408) 501-7864  
*[www.svmg.org](http://www.svmg.org)*

Traverse City Area Chamber of  
Commerce  
Traverse City, MI  
(231) 947-5075  
*[www.tcchamber.org](http://www.tcchamber.org)*

Vermont Business Roundtable  
South Burlington, VT  
(802) 865-0410  
*[www.vtroundtable.org](http://www.vtroundtable.org)*

Vermont Forum on Sprawl  
Burlington, VT  
(802) 864-6310  
*[www.vtsprawl.org](http://www.vtsprawl.org)*

## Appendix 2

### Current Members of Chicago Metropolis 2020

Bimba Manufacturing Company  
Chicago Federation of Labor  
Chicago Mercantile Exchange  
Chicago Urban League  
City of Batavia  
City of Chicago  
Civic Committee of The Commercial Club of Chicago  
Federal Reserve Bank of Chicago  
First Chicago NBD Corporation  
Greenberg Traurig LLP  
Harris Holdings, Inc.  
Illinois AFL-CIO  
Illinois Tool Works  
Jenner and Block  
KPMG LLC  
Lewis University  
Material Service Corporation  
McDonald's Corporation  
Metropolitan Planning Council  
Museum of Science and Industry  
Navigant Consulting, Inc.  
Northern Trust Corporation  
Northwestern University  
Océ-USA Holding, Inc  
Peoples Energy Corporation  
Schwarz  
Sonnenschein, Nath & Rosenthal  
State of Illinois  
State of Illinois  
The Field Museum  
The Habitat Company  
The Resurrection Project  
The Shaw Company  
Tribune Company  
UBS PaineWebber  
United Transportation Union

## Appendix 3

### List of Principles of the **Chicago Metropolis 2020**

1. **Stable Work Force:** Abiding by the Metropolis principles will stabilize the work force by decreasing employee absenteeism, improving on-time rates, and lowering turnover.
2. **Increased Productivity:** Practicing the Metropolis Principles will increase productivity by reducing employee stress associated with housing and transportation concerns.
3. **Reduced Traffic Congestion:** Fresh thinking about the transportation choices offered in the region will result when business and government follow the Metropolis Principles when working together to reduce traffic congestion.
4. **Improved Air Quality:** Practicing the Metropolis principles will protect the environment by reducing auto emissions and traffic congestion.
5. **Economically Diverse Communities:** Endorsing the Metropolis Principles will have a significant impact on economic disparities in the Chicago region by raising community awareness and addressing the needs of all those who make a community work: employees, retirees, and young people looking to start a home.
6. **Stronger regional Economy:** Incorporating the Metropolis Principles into the location decision making process will ensure a stronger Chicago regional economy through a stable workforce, greater productivity, less traffic congestion, a healthier environment, and economically diverse communities.

## Appendix 4

### Current Members of Central Houston Inc.

3D/International  
Amegy Bank of Texas  
Andrews Kurth LLP  
Baker Botts  
Bank of America  
Bank One, Texas, N.A.  
Bayou Equities, Inc.  
Beck, Redden & Secrest  
Binswanger Conine & Robinson  
BMS Management, Inc.  
Bracewell & Giuliani LLP  
Burlington Resources, Inc.  
Calpine  
Camden Property Trust  
Carter & Burgess, Inc.  
CenterPoint Energy  
Central Parking System of Texas, Inc.  
Century Development  
Chevron Texaco  
Chinatown CDC  
Christus Health-Gulf Coast  
Clear Channel Entertainment Group  
Coca-Cola North America  
Cockrell Interests, Inc.  
Continental Airlines, Inc.  
Cooper Industries, Inc.  
Crescent Real Estate Equities, Ltd.  
Deloitte & Touche, L.L.P.  
Duncan Interests  
Eddy Refining Company  
El Paso Corporation  
Elkins Interests  
Ernst & Young LLP  
ExxonMobil Corporation  
Fayez Sarofim & Co.  
Federal Reserve Bank-Houston Branch  
First City Tower  
Foley's, Inc.  
Four Seasons Hotel  
Fulbright & Jaworski  
Gensler  
Gilbane Building Company  
Goldman, Sachs & Company

Grant Thornton, L.L.P.  
Greater Houston Partnership  
Halliburton Company  
Harris County-Houston Sports Authority  
Haynes and Boone, LLP  
Highland Resources  
Hines  
Hobby Center for the Performing Arts  
Holliday Fenoglio Fowler, L.P.  
Houston Astros Baseball Club  
Houston Chronicle  
Houston Community College  
Houston Downtown Alliance  
Houston Endowment Inc.  
Houston Rockets & Comets  
Hyatt Regency Houston  
ING Clarion Realty Group, Inc  
International Bank of Commerce  
Jackson Walker L.L.P.  
JMB Urban Development  
Jones Day  
JPMorgan Chase Bank, N.A.  
KPMG L.L.P.  
Landry's Restaurants, Inc.  
Lincoln Property Company  
Locke Liddell & Sapp L.L.P.  
Main Bell Realty Corp.  
Marsh USA, Inc.  
Mayer, Brown, Rowe & Maw  
McCord Development, Inc.  
Merrill Lynch, Pierce, Fenner & Smith, Inc.  
Metropolitan Life Insurance Co.  
Morris Architects  
Mosbacher Energy Company  
NorthMarq Capital  
Onstead Holdings, LLC  
Palmetto Partners Ltd.  
Pillsbury Winthrop  
Plains Exploration & Production Company  
PM Realty Group LP  
PricewaterhouseCoopers L.L.P.  
Prime Asset Management, Inc.  
Reliant Resources, Inc.  
RS Property Management  
Rushlake Hotels (USA), Inc.  
SBC  
Shell Oil Company  
South Texas College of Law

Spencer Stuart & Associates, Inc.  
Spire Realty Group, L.P.  
Tarantino Properties Inc./Commerce Towers  
Texas State Bank  
The Hanover Company  
The Staubach Company  
Trammell Crow Company  
Transwestern Commercial Services  
Trione & Gordon | CBRE  
Trizec Properties, Inc.  
University of Houston System  
University of Houston-Downtown  
Vinson & Elkins L.L.P.  
Waste Management, Inc.  
WEDGE Group Incorporated  
Wells Fargo  
Wortham Foundation, Inc.



## **Appendix 5**

### **List of the affiliated organizations to Central Houston Inc.**

#### **Houston Downtown Management District (HDMD)**

Created in 1995 by the Texas Legislature as a Chapter 375 municipal management district, the governmental entity provides public safety, cleaning, economic development, planning, promotion, and communications services, as well as major capital improvements. The 30member board is made up of owners, tenants, and residents representing financial, real estate, commercial banking, energy, utilities, retail, services, and other areas of experience. HDMD's standing committees are Capital Projects & Planning, Operations, Public Relations & Communications, Economic Development, and Finance & Investments. Central Houston provides administrative staff to HDMD.

#### **Buffalo Bayou Partnership (BBP)**

The Partnership is a 501 (c) (3) private, non-profit corporation that serves as the coordinating body bringing together diverse groups responsible for planning, development, and maintenance of Buffalo Bayou. The Partnership includes representation by the City of Houston, the Harris County flood control district, the Harris County Commissioners Court, the University of Houston-Downtown, private property owners, area development organizations, and civic groups. Central Houston provides staffing assistance to the Partnership under a management contract, and works with the Buffalo Bayou Partnership on downtown bayou redevelopment projects included in the 25-year, \$50 million bayou masterplan.

#### **Houston Downtown Alliance (Alliance)**

The Alliance is a new organization, formed with the merger of the Theater District Association and the Downtown Houston Association. The Alliance is now the administrative entity for programs such as the Theater District Open House, annual Educators Open House, Theater District Magazine, the Emerging Leaders program, the Live Downtown Initiative, which includes the annual home tour, and our monthly forums, Downtown Forum and Women in the Workplace.

#### **Downtown Development Strategy Group**

An ad hoc coordinating committee of public and private sector entities with responsibilities for downtown redevelopment, this group includes representation by Central Houston, Downtown District, City of Houston, Harris County, METRO, Theater District, Buffalo Bayou Partnership, Downtown Houston Association, Greater Houston Partnership, Greater Houston Convention & Visitors Bureau, Downtown Historic District, Chinatown CDC, Urban League, and other entities.

#### **Tax Increment Reinvestment Zone Number Three, City of Houston and Main Street Market Square Redevelopment Authority (Zone and Authority)**

The Zone was created under Section 311.005 (a) (1) of the Local Government Code by the City of Houston primarily for the financing of the Rice. The nine member board of directors of this public entity expanded the boundaries of the zone to Main Street Core Area in 1998. In 1999, the Authority, a public nonprofit local government corporation, was created to act

on behalf of the City in the performance of its work within the boundaries of the Zone. Central Houston staffs the Zone and Authority through an administrative contract with HDMD.

**Houston Area Community Development Corporation (HACDC)**

A 501 (c) (3) non-profit and community housing development organization (CHDO) created in 1992 by Central Houston, the Urban League, S.E.A.R.C.H. Homeless Project, Coalition for the Homeless, Advocates for Housing, Gulf Coast Legal Foundation, Christ Church Cathedral, First United Methodist Church, Downtown YMCA, and other entities for the purpose of developing single room occupancy (SRO) apartments for the formerly homeless. HACDC's only project is the 1414 Congress Avenue residence.

**Main Street Task Force**

An ad hoc joint effort of Central Houston and HDMD, the task force includes stakeholders from the Main Street Core Area. A strategic plan prepared in 1995 is being implemented to cause the economic restructuring and physical redevelopment of Main Street.

**Downtown Security Coordination Group**

Organized in 1984, downtown private security executives meet monthly with the Houston Police Department and other public police forces to review crime patterns, share information, and work on safety related issues such as disaster response.

**Downtown Property Managers**

Group Periodic meetings of property managers allow for briefings on special events, construction detours, holiday decorations, and other issues that affect ongoing operations of major downtown properties.

**Special Committee on Signage**

Central Houston is examining the needs for modifications to sign control in downtown. A special board committee is leading the creation of a scenic district and possible code modifications related to Theater District needs and retail signage.

## Appendix 6

### Current Members of Artery Business Committee

ABP Corporation  
Bank of America  
Beacon Capital Partners  
Beacon Capital Partners, Inc.  
Berkeley Investments, Inc.  
Bink, Inc.  
Blue Cross Blue Shield of Massachusetts  
Boston Garden Development Corporation  
Boston Marriott Copley Place  
Boston Marriott Long Wharf  
Boston Private Bank & Trust  
Boston Properties, Inc.  
Boston Residential Group, LLC  
Boston Wharf Company  
Bristol Property Management, Inc.  
Burns & Levinson, LLP  
Cassin/Winn Development  
CB Richard Ellis/Whittier Partners  
Charles River Associates  
Clear Channel Outdoor  
Comcast Cable Communications  
Consultant  
Day Berry & Howard LLP  
Donaghue, Barrett & Singal, P.C.  
Eaton Vance Management  
Eaton Vance Management  
Equity Office Properties  
Faneuil Hall Marketplace, Inc.  
Fidelity Investments  
Foley, Hoag & Eliot, LLP  
Forest City Commercial Group  
George Macomber Associates, Inc.  
Gillette  
Goodwin Procter LLP  
Goulston & Storrs  
Goulston & Storrs PC  
Grantham, Mayo, Van Otterloo & Co. LLP  
Greater Boston Convention & Visitors Bureau  
H.N. Gorin  
Harvard Medical School  
Hines  
Holliday Fenoglio Fowler, L.P.  
Intell

Intercontinental Real Estate Corp.  
InterPark  
John Hancock Financial Services  
Jung/Brannen Associates  
Keyspan Energy Delivery  
KPMG Peat Marwick LLP  
Legal Sea Foods, Inc.  
Liberty Mutual  
MA Convention Center Authority  
McCourt Company  
Mellon New England  
Meredith & Grew, Inc.  
Morgan Stanley  
Museum of Science  
New England Medical Center  
Nixon Peabody LLP  
NSTAR Service Co.  
Nutter, McClennen & Fish, LLP  
Old Town Trolley  
Palmer & Dodge LLP  
Partners HealthCare  
Payton Construction  
Pembroke Real Estate  
Putnam Investments  
Rockpoint Group, LLC  
Ropes & Gray  
Rose Associates, Inc.  
Saunders Hotel Group  
Spaulding & Slye Colliers  
Starwood Hotels  
State Street Corporation  
Suffolk Construction  
Sullivan Properties  
The Beacon Companies  
The Beal Companies  
The Children's Museum  
The Chiofaro Company  
The Davis Companies  
The Druker Company, Ltd.  
The Gale Company  
Tishman Speyer  
Turner Construction Co.  
Verizon  
Wilmer Cutler Pickering Hale and Dorr LLP  
Wilmer Cutler Pickering Hale and Dorr LLP  
World Trade Center Boston

## Appendix 7

### List of current sub-committees of the Artery Business Committee

As of 8/3/04

#### 1. Transportation, Mitigation, and Management Committee

**Mission:** The principal focus of this committee is making existing transportation systems work efficiently. This committee continues the work of the Construction Mitigation Committee to focus on how and how well construction impacts are mitigated. It also examines transportation impacts, traffic management issues, pedestrian movement issues, and the use of demand management techniques to propose and implement methods that reduce demand on street and highway systems.

**Co-Chairs:** Ted Oatis, The Chiofaro Company  
Peter Shields, Equity Office Properties

#### 2. Utility Relocation Committee

**Mission:** The Utility Relocation Committee will continue work begun in support of the Central Artery/Tunnel Project by providing a forum that supports good communication among utilities, identifies their common concerns, and implements methods for attaining shared objectives.

**Chair:** Colby Rottler, Federal Reserve Bank of Boston

#### 3. Public Policy and Legislation Committee

**Mission:** This committee expands on the work of the Funding and Finance Committee and includes providing attention to project finance and other legislative matters such as Artery Corridor governance. Members of this committee will also advocate for critical projects with members of the Infrastructure Planning and Development Committee.

**Chair:** Larry DiCara, Nixon Peabody LLP

#### 4. MHS Real Estate Planning Committee

**Mission:** As the voice of the business community on all matters related to the project, ABC envisions that the MHS Real Estate Development Committee will provide a forum for ABC members to discuss the status of current and future planning and development associated with the MHS and contiguous areas.

**Chairs:** Christopher J. Supple, Donoghue, Barrett & Singal  
P.C David G. Perry – Hines

5. Public Realm Development and Management Committees

**Mission:** This committee is responsible for participation in the planning, design, and management of the public realm in critical areas of Downtown Boston and the South Boston Waterfront.

6. Surface Restoration Quality Assurance Subcommittee

**Mission:** This subcommittee of the Public Realm Development and Management Committee will review the status of the surface restoration contracts for the sidewalks, streets, and the open space parcels. The subcommittee will review construction bid documents for the Park Parcels, proposed scope changes, and value engineering proposals. A special focus will be on any proposed changes with a view toward maintaining quality and the environmental commitments. The subcommittee will include members from ABC, the City of Boston, and other interest groups in an attempt to provide a single forum in which the Artery Project can present and participate in discussion of this information. The committee will be supported by consultants to provide technical analysis as necessary.

7. Infrastructure Planning and Development Committee

**Mission:** This committee monitors and participates in the planning and implementation of transit and highway infrastructure projects serving Boston. Its work builds upon previous support and advocacy for these projects by ABC. The committee will seek representation on advisory committees that will guide the development of these projects. Members of this committee will also advocate for critical projects with members of the Public Policy and Legislation Committee.

**Co-Chairs:** Jim Rooney, Massachusetts Convention Center Authority  
Peter Meade, Blue Cross Blue Shield of Massachusetts

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## **Key People Interviewed**

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Fred Yalouris, Planning Director, Central Artery Project, Massachusetts Turnpike Authority

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Robert M. Eury, President, Central Houston Inc.

Robert Tuchmann, Co-chair, Mayor's Artery Completion Task Force

Stephanie Fan, Chinatown Coalition

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Tom Nally, Planning Director, Artery Business Committee

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